

Annex D

EMPOWERS

Partnership Project

Final Evaluation Report

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List of abbreviations

BN	Bayesian Network
CARE MERMU	CARE Middle East and East Europe Regional Unit
CBO	Community Based Organisation
CDA	Community Development Association
CEOSS	Coptic Evangelical Organization for Social Services
CIUK	CARE International UK
CSO	Community Social Organisation
CWBG	CARE West Bank Gaza
DRTPC	Development Research & Technological Planning Centre
EMWIS	Euro-Mediterranean Information System on the know-how in the Water Sector
ETG	EMPOWERS Thematic Group
EWP	Egyptian Water Partnership
ExCom	Executive Committee
FEPE	Federation for Environment Protection and Enhancement
GEF	Global environment facilities
GIS	Geographic Information System
INWRDAM	Inter-Islamic Network on Water Resources Development and Management
IRC	International Water and Sanitation Center
IRWA	Improvement of irrigation water management in Lebanon and Jordan
ISIIMM	Institutional & Social Innovations in Irrigation Mediterranean Management
IUCN	International Union for the Conservation of Nature
IWRM	Integrated Water Resource Management
JCC	Jordan Cooperative Corporation
LRC	Land Research Center
MENA	Middle East & North Africa
MEDA	European Union Members & others Bordering the Mediterranean
MEDWA	Stakeholder Participatory Sustainable Water Management at Farm Level
MOA	Ministry of Agriculture (Jordan)
MOALR	Ministry of Water Page 34 (Egypt)
MOWI	Ministry of Water and Irrigation, Jordan
MSD	Ministry of Social Development
MWRI	Ministry of Water Resources and Irrigation
NSC	National steering Committee
NWRC	National Water Research Centre
NWRP	National Water Resources Policy / Egypt
OIC	Organisation of the Islamic Conference.
OVI	Objectively Variable Indicators
PARC	Palestinian Agricultural Relief Committee
PHG	Palestine Hydrology Group
PIG	Program Implementing Group
PIM	Participatory Irrigation Management

PMG	Partnership Management Group
PRA	Participatory Rural Appraisal
PWRA	Participatory Water Resource Assessment
PWPC	Participatory Water Planning Cycle
RAAKS	Rapid Analysis of Agricultural Knowledge Systems
RBA	Rights Based Approach
RC	Regional Coordinator
RIDA	Resources Infrastructure-Demand-Access
RIP	Regional Information Program
RMSU	Regional Monitoring Support Unit
RMU	Regional Management Unit
SDCA	Stakeholder Dialogue and Concerted Action
SPSS	Statistical Package for the Social Sciences
SWITCH	Sustainable Water management Improves Tomorrows Cities Health
UAWC	Union Of Agricultural Work Committees
WMIS	Water Management Information Systems
WUA	Water Users Association
ZENID	Zein Al-Sharaf Institute For Development
Zer0M	Sustainable concepts towards a zero outflow municipality

Executive Summary

The purpose of the evaluation was to analyze the activities and results of the EMPOWERS project in terms of the outcomes planned for and anticipated in the revised Log Frame of 2006, the process adopted to design and implement the project to achieve intended results, and the approaches and strategies which should be maximized and built on for scaling up or replicating similar projects. The evaluation team of five was led by Dr. Nighisty Ghezae, a water resources management and evaluation expert with Ruby Assad, a grant and gender expert, Dr. Mohammad Mohieddin, professor of sociology and a consultant in the field of the socio-economics of water resources, Bashir Barghouthi, a community development expert and Verona Groverman who has a background in rural sociology and ecology and experience in the field of social and organizational change.

Methodology

A broad range of methods and tools were applied including field visits and community meetings, force field analysis workshops, interviews with key informants, and questionnaires. Besides several analytical frameworks were used such as the Lindquist typology of policy influence, institutional framework and Tichy.

Key Findings and Conclusions

The EMPOWERS Partnership worked on developing stakeholder led approaches for planning and implementing water resource management, and water service delivery in Egypt, Jordan and Palestine. Overall the evaluation concludes that in a short period of time and with limited financial and human resources, the project has been very successful in reaching its goals in the pilot project areas where it has been implemented. The project has been very successful also in its outreach strategy whereby it has facilitated the information exchange among the three country programmes of the project and disseminated the overall expertise to a wider public through publications, portal website, cross visits, meetings, e-conferences, and strategic alliances. The project achieved its intended results and overall objectives, in a region where a number of critical challenges to participatory water governance exist. These include: fragmented decision making, lack of reliable information, poor access to information, focus on technology solutions, limited stakeholder participation and lack of accountability and transparency.

The EMPOWERS **PWPC/SDAC approach** through its emphasis on good quality information and active involvement of relevant stakeholders (including women and- underprivileged groups) from the community to the national policy level succeeded in increasing the influence of different stakeholders on the planning. Planning and decision making for IWRM is now better informed by local realities, end users have more ownership and are accountable for the management of local water resources. Furthermore governorate levels of planning and decision making for IWRM are better informed by local realities.

Through the design, development and implementation of pilot projects in the selected communities, the project developed and tested its tools and approaches. The first round of pilots built capacity, ownership and commitment and brought different viewpoints of all those involved

towards a shared vision and common understanding of IWRM. The second round was undertaken too quickly and a lower level of capacity was noticed by the evaluators.

Outreach: In the course of the programme, the project has documented the issues at stake in the three countries. Both written and visual documents are available now that demonstrate how the project has functioned, what lessons were learned, the bottlenecks, the pitfalls and how these have been resolved.

The documented knowledge accumulated throughout the learning process of the project creates a possibility to facilitate wider assimilation and applicability of EMPOWERS' approach in future projects.

Relevance: The EMPOWERS Project has been **responsive** in a slightly varying degree to the challenges and priorities in each of the three countries. It has met the needs of the intended stakeholders and provided proper solutions to the problems and issues in the three countries. The project is consistent with the country's water policies and tried to contribute to overcome the challenges faced by the three countries briefly summarised as fragmented decision making, lack of reliable information, poor access to information, focus on technological solutions, limited stakeholder participation and lack of accountability and transparency.

Sustainability: In order to sustain activities, approaches and results of the project, EMPOWERS targeted key host institutes and individuals which are important at the policy and planning level and at the intermediary level between government agencies and end-users.

The potential for sustainability was assessed on 1) the organizations and people involved in the project and 2) the ideas generated and their wider applicability.

The findings of the evaluation on the organisations and people in the project indicates that the potential of sustainability at the community level exists in all five communities in Egypt, all six communities in Palestine and four of the seven communities in Jordan.

At the Governorate/District level the potential to sustain the results achieved exists in Jordan with a limited potential in the other two countries.

The EMPOWERS approach has also a potential to be sustained by its Partner organisations. A committed group called EMPOWERS Thematic Group (ETG) is created and will be hosted by INWRDAM, with the aim of consolidating and scaling up the philosophy and approaches of the project. Serious efforts are taken by a few Partners (PHG, CEOSS) and there is intention of other Partners (NWRC, DRTPC, UAWC) to integrate or adopt (elements of) the EMPOWERS approach in its way of working, for instance by training staff, incorporation in its strategic plan, and the like. The methodology is also applied in other projects (IUCN, SWITCH, RiPPLE and INWRDAM). Furthermore the implementing staff in each of the countries, which have gained the capacities to apply the approach and the belief and commitment to the approach, are another potential for sustainability.

The evaluation findings indicate that the ideas generated by EMPOWERS have potential for wider application beyond those institutions and individuals who were involved in the project. The

effective dissemination of the project results and lessons learned, provide practical examples for implementation and ensure the sustainability of the project.

Partnerships and/or linkages between Institutions and organizations: EMPOWERS intervention has among others focused on the establishment of horizontal and vertical relations between and among government institutions, CSO and communities as well EMPOWERS Partners. The vertical and horizontal interaction was assessed in terms of information flow, coordination, rules and regulations, planning and decision making of the different planning levels. The findings of the assessment indicate that the different linkages worked out differently in the three countries.

In Egypt and Palestine vertical linkages, especially at the central level, and to a lesser extent at the governorate level, has remained aloof despite the structurally different determinants of the country. However, the success of the project to bring together government officials and end users to discuss common concerns related to water issues represents an unprecedented step forward in the history of the relationship between the government and the local communities for which the project must be commended. This is especially true in the case of Egypt. By comparison, it appears that the institutional and organisational linkages (both vertical and horizontal) have received most enforcement as a result of EMPOWERS intervention in Jordan and in Palestine.

EMPOWERS not only encouraged and strengthened linkages between and among directorate/district level and communities, but it also did so between partners. The Partnerships of the three countries functioned well in terms of their interaction, complementarity, and contributions. The reason to become a Partner was to some degree reflected in the way each Partner looks at its involvement in ETG or in its interest in using (elements of) the EMPOWERS approach in their own way of working. The findings of the evaluation indicate that the relationships created through the Partnerships are seen as worthwhile. Some bilateral cooperation in projects is on the pipeline and some Partners have become members of national or regional networks/partnerships or indicated their interest in the ETG.

The two regional level partners (IRC and INWRDAM) have complemented each other and have been very successful in their outreach strategy whereby they facilitated the information exchange among the three country programmes of the project and disseminated the overall expertise to a wider public through publications, portal website, cross visits, meetings, e-conferences, and strategic alliances. They have now signed an agreement to work together to consolidate and scale up the philosophy and approaches of the EMPOWERS project.

Management and coordination: Management has continued to be an issue throughout the project. The fact that the project has implemented all its planned activities and reached its expected results and has succeeded in keeping all the players on board throughout the project period is a sign of how successful the project was in responding to ongoing challenges.

The management model used by EMPOWERS, having a PMG and an Exe-com which acted as a focal decision making group that advises and leads the partnership, worked efficiently and reasonably well. The project would have benefited more, saved time, energy and talent if it had thought of improving the entire "people" side of the project and if the right skills for this had been available or developed in the overall partnership.

Technical backstopping/coaching of the project: Implementing the EMPOWERS strategy requires a complement of skills. The project has suffered at the beginning from lack of skilled staff. In view of this the project consciously slowed down its implementation to allow key staff of partners and key stakeholders to create the necessary time for better on the spot learning and internalization of quite a range of new skills. The project should be commended for slowing the pace of the implementation of the project. Through the technical support provided by IRC and the RC the skills of the staff in the various areas of EMPOWERS methodology have increased during the course of the project and proved to the evaluation team to be good.

IRC and the RC have provided guidance and coaching to the practical translation of the overall project design concept. Where the RC has been important to give guidance to the SDCA and facilitation processes, IRC provided the technical support in activities related to water audits, water resource dossiers and scenario building, as well as practical capacity building in these subjects, especially in the start-up process of the project. In addition support was also provided to the documentation of the Empowers process. In all the three countries a high regard was found for the technical backstopping provided by IRC, and the evaluation team believes that the technical backstopping provided by IRC and the coaching, guidance and oversight of the RC have accelerated the project's readiness for project implementation, and improved project management and implementation capabilities.

Scale-up/ replicate the project: Based on the available evidence, most of the up-scaling efforts have been taking place at the community level and on the part of CSOs, where both entities have developed proposals adopting the EMPOWERS approach to be implemented in various sectors including, but not limited to, education, agriculture, environment, marketing as well as water. Furthermore, other CSOs have adopted the project's approach in other geographic areas. Institutional up scaling of the project is most evident in Jordan both at the governmental and central level with lesser degrees of success in Egypt and Palestine respectively. Regional up scaling remains a potential and is largely dependent on finding an institution to adopt it within its activities and the availability of funding.

The useful experience achieved by the project, provides potential models for replication not only for the countries involved, but also in other countries around the world.

Lesson Learned/Recommendations

The Evaluation team found that the project is broadly on track when it comes to implementing its planned activities and all the intended results have been achieved. Based on this, the Evaluation team would like to offer some lessons learned and recommendations that can help future projects.

- The two main approaches of EMPOWERS - the Participatory Water Planning Cycle (PWPC) and Stakeholder Dialogue and Concerted Action (SDCA) - strongly rely on adequate human, financial and time resources to be successful. It has taken nearly two years in EMPOWERS to develop the capacity to a point where the staff were competent and confident to apply the methodology. The existence of skills in genuine participatory approaches, stakeholder analysis and process facilitation skills are sine-qua-non for similar projects. Given the fact that these skills are not readily available in the region a properly budgeted comprehensive strategy for core skills development should be embedded in any similar project.

- Since good facilitators are key to the EMPOWERS process it is advisable to ensure that they are outsiders to the process (to avoid a mixing of roles of technical expert, project implementer, donor or evaluator of project proposals).
- The project has succeeded to have a more or less mixed gender in the country teams. In (Palestine and Jordan with a fifty/fifty split, but less so in Egypt.) The evaluators recommended however, that more is needed to ensure that men and women at the different levels are being reached and their opinions and views are included on project matters.
- To ensure a proper balance between the 'processes of planning' through meetings, dialogues, etc. and the implementation of concrete projects showing results and benefits, pilot projects should be chosen that have immediate and visible results.
- To ensure funding after such a project of developing a methodology has ended. From both a human and a project perspective a project of this nature should have had a follow-up focusing on the implementation of the EMPOWERS approach for effective planning and management of water resource. It is recommended that a funding strategy be part and parcel in the design of the project design.
- The project adopted an approach based on action research that will develop and institutionalize the knowledge required to use its tools and methodologies effectively beyond the project time frame. The consolidation of the working papers, guidelines and training materials (its knowledge outputs) came at the end of the project. The testing phase for replication was possible only in the fourth year. The complexity of the whole process and the time required to implement the methodology properly without pushing its pace, demand a longer time period. A second phase would have been good to consolidate the learning from the Project. It is recommended that similar projects in the future with the same time span focus on the real essential activities and products that will set sufficient bases for further development and deepening after the first planning cycle. Once the approach of the project has got buy-in, it would be easier to further strengthen the process by introducing other elements of the approach.
- EMPOWERS success strongly depends on the selection of stakeholders to become involved in the PWPC/SDCA process. Important criteria include interest, willingness and (potential for) a learning organisational culture and organisational space innovation. It is recommended that such criteria be taken into consideration in future selections of stakeholders.
- To properly manage a regional programme as EMPOWERS the level of effort required for good coordination and trust building with the various partners should not be underestimated. It is recommended that similar projects should put adequate time and staff in place to the financial and administrative functions and staff issues.
-
- The management model used by EMPOWERS having a PMG and its Exe.com worked efficiently and reasonably well. However its function could be enhanced more if the right

staffing skills were in place at the Partner's management levels. Future projects that involve a consortium of partners should consider skills that relate more to negotiation abilities, relationship building, trust building and communication skills. These skills have to be developed, honed and added to on an on-going basis.

- The team considers the Process Documentation an important tool to track the changes at the individual and organisational level as resulting from the various activities. The project has tried to link qualitative process documentation to more measurable indicators and to do this in a more systematic way. The in-depth information collected and analysed by the process document lists in a meticulous way is almost astonishing and they should be loudly applauded for their efforts. It resulted in clear though ad-hoc examples of changes brought about by the project in terms of behaviour and attitudes, concerted action, decision-making and empowerment. The EMPOWERS web site, among others, witnesses the outcomes of their work making them accessible to a wider audience. The team feels that the project could have benefited even more if :
 - o Indicators would have been developed for each of the key issues to better understand and measure change of behaviour, empowerment, etc. as part of an analytical framework fitting the theory of change underlying the Process Documentation.
 - o A more systematic way of collecting and analysing data was used to understand how representative the changes and trends identified are.
 - o The information was tuned to the monitoring of the project in each country.
 - o The lessons learnt extracted while documenting the process were set up more systematically so to exploit them more effectively.

- An important element of the EMPOWERS approach is influencing national policy. It is advised to pay specific attention to building capacities of officials who can potentially play a role in this. These capacities should include among others analysis of factors that either contribute or inhibit the process of policy change and affect outcomes in unpredictable ways, dealing with resistance, defining key messages and focused strategies to change policy at decision making level.

- It is advised to make materials produced in a project like EMPOWERS as much as possible available in the language of the region, in this case Arabic as done by EMPOWERS , to ensure that the people involved from the local to the central level can access them.

- Institutionalising an approach, which is basically a change of mentality, is a long-term process, which needs concerted efforts over a long period of time. It goes beyond necessary changes in policies, rules and regulations and training of staff being a major effort in itself. Institutionalisation of participatory approaches, more specifically of vulnerable groups, boils down to changes in the organisational culture: its norm and values, and changes in beliefs and attitudes of staff. It is recommended that projects replicating the EMPOWERS approach include focused activities to address organisational change. Such activities should include training in organisational analysis, strategising for change and dealing with resistance/promoting willingness to change.

A. Background to the evaluation

Introduction

This report is set out in 4 sections. Section A provides the background for this evaluation, the purpose of the evaluation and the main tools used for the data collection and analysis. Section B lists the key questions and gives a concise description of the conclusions. Section C presents the overall conclusions. Section D presents the lessons learned / recommendations.

The EMPOWERS Partnership project is part of The Euro- Mediterranean Regional Program for Local Water Management (MEDA Water Program), which in turn falls under EU's MEDA Regional Indicative Programming. EMPOWERS is a four year¹ regional project implemented in Egypt, Jordan and Palestine. The purpose of the project is to enhance water governance in selected pilot areas in the MEDA zone and to make stakeholders on all governance levels (also outside the pilot areas) aware of the advantages of participatory approaches. The overall objective of the project is to improve long-term access to water by vulnerable people in local communities in the MEDA zone. EMPOWERS was predicated on the five expected results set out during the project planning (see chapter B).

EMPOWERS was basically a project about developing participatory and pro-poor methodologies for effective planning in the water sector. It had a strong emphasis on process while at the same time ensuring tangible results for the sector and the players within it. Its approach (the PWPC/SDCA approach) is currently understood as:

- Firmly based on an iterative Participatory Water Planning Cycle (PWPC, based on project cycle management).
- Strong involvement of relevant stakeholders in platforms for Stakeholder Dialogue and Concerted Action (SDCA), both at community and Governorate levels.
- Grounding the approach in pilot projects at the community level to ensure practicality and end-users concerns.

This approach builds one of the following tools: stakeholder analysis tools inspired by RAAKS², the Meta-plan methodology for Problem Tree Analysis as a start for shared analysis and understanding, RIDA framework for Water Resource Assessments to link problems at different scales and levels (RIDA Resources- Infrastructure-Demand-Access), visioning and narrative scenarios to identify development strategies and possible areas for intervention and long-term strategic planning, preliminary accountability analysis at the community levels to ensure participation and involvement of under-privileged groups (women, poorest households)

The EMPOWERS project is funded to the tune € 4,803,151 of which approximately 4 million is earmarked for methodology development, training , knowledge management, information

¹ The project was designed for an implementation period of 48 months. As per the EC's approval of a No-Cost-Extension in July 2006 the implementation period was extended by 4 months to 52.

² RAAKS: Rapid Appraisal of Agricultural Knowledge Systems (Paul Engel and Monique Salomon; Resource Guide to RAAKS: a Participatory Actor-oriented Methodology on Networking for Innovation and Stakeholder Analysis (1994, KIT/CTA/STOAS).

sharing and dissemination, advocacy, and other activities managed through the regional component project. The remaining money was used for the implementation of piloting activities on the ground (community water projects). The EC contribution is € 3,842,521 and is conditional upon 20% non-EC contribution being in place. The total non-EC match fund required is €960,630 (20% of total eligible costs).

In each country EMPOWERS worked most intensively both at governorate level and local community level. The beneficiaries of the project included different end-users (women and men) in local communities; Community Based Organisations (CBOs) and NGOs; government institutions at district, governorate and national levels (those of water, irrigation, local government, agriculture, health, environment, planning and other that may be deemed necessary); and, the relevant private sector agencies. EMPOWERS worked closely with a total of 9 selected communities, 3 in each of in the following governorates: Beni Suif (Egypt), Balqa (Jordan), and Jenin (Palestine).

Evaluation Profile

According to EU regulation, an external evaluation must be conducted for each full-sized project. In response to this requirement the present evaluation report was commissioned by the project management. In addition all partners in the EMPOWERS Partnership see high value in the developed approach and wish to evaluate the impact of the approach and explore possibilities for scale-up and replication to other communities.

The Terms of Reference (see Annex 1) define the objective of this evaluation as to analyze the activities and results of the project in terms of the outcomes planned for and anticipated in the revised Log Frame of 2006, the processes adopted to design and implement the project to achieve intended results, and the approaches and strategies which should be maximized and built on for scaling up or replicating similar kind of projects. More specifically, the objectives of this evaluation are to assess:

- Project design and start up
- Project implementation and performance
- Achievement of objectives
- Potential impact and sustainability
- Partnership dynamics; and
- Project management and support

The primary clients for the evaluation report will be the EMPOWERS Partnership. Furthermore the sharing of results will inform other key MEDA countries, and other donors about what was achieved by and learned from the EMPOWERS project. The evaluation results will also contribute to the work of the Regional Monitoring Support Unit (RMSU) and the EC-delegation in Amman, which in turn will be used to demonstrate how EU support to the water sector in MENA countries is performing.

Evaluation Methodology

A team of five external consultants undertook the fieldwork for the evaluation during the period of 25 May till 30 June 2007, after which the report was finalised. Their work was guided by an evaluation framework designed to meet the requirements and expectations set out in the Terms of Reference (see Annex 2). It systematized the methodology and identified seven evaluation questions to be addressed, sub-questions that provided elaboration, and the performance indicators, source of information and method of information collection for each issue. The following methods and tools were used to collect data and information:

Literature and Documentation Review (see Annex 3): a number of documents were identified and reviewed at the beginning of the mission and helped prepare the foundation of a draft work plan. Documentation review continued during the evaluation period and more detailed information were collected on specific key aspects of each visited country.

In depth group meetings: The team held three meetings with project staff members at the three countries, and three meetings with Steering committees in Jordan and Palestine, which were attended by 4 members in Palestine, 7 members in Jordan and 2 members in Egypt.

Field visit and community meetings (see Annex 5): The team visited all five communities in Egypt, seven communities in Jordan, and three communities in Palestine. A total of 30 meetings have been held with different community groups (women, farmers, and project committees) attended by over 200 men and women in the three countries.

Force field analysis workshops (see Annex 9 for explanation): Three workshops - one in each country - were conducted with governorate officials, project staff and stakeholders representatives. A total of 16 men and women in Egypt, 10 men and women in Palestine, and 15 men and women in Jordan attended the workshops.

Key Informants Interview (see Annex 4): Key informant interviews have been conducted to obtain qualitative information on the evaluation issues. They included representatives of EMPOWERS partners at country, regional and international level, including CARE, staff of national ministries, members of the Steering committees, EU representatives as well as, the implementing teams and the regional coordinator. A total of 34 men and women have been met in three countries and during the regional conference in Amman. Some of them have been interviewed more often.

Questionnaire: A questionnaire aiming to assess EMPOWERS website (its use and benefits) was designed using SPSS to analyze the data.

Analytical frameworks: Various framework have been used to analyse the data, such as Lindquist Typology of policy influence (see Annex 8); institutional framework (see Evaluation Question 5), Tichy (see Evaluation question 4).

B. Key Evaluation Questions Formulation and Answers

B.1 Introduction: formulation of the Evaluation Questions

The evaluation is structured around eight evaluation questions (EQ), covering different aspects of EMPOWERS. They have been compiled on the basis of documents analysed, information collected from interviewees at the start of the evaluation, and the intervention logic present in the project documents.

Table 1. Evaluation questions:

EQ 1	What progress was made towards the achievement of results?
EQ 2	To what extent did these results contribute to the purpose and overall objective of the project?
EQ 3	Has the project been responsive to the countries' water resource management challenges, and priorities?
EQ 4	To what extent will the results and benefits continue after EMPOWERS involvement?
EQ 5	To what extent have partnerships and/ or linkages between Institutions and organisations been encouraged and supported?
EQ 6	Were management structures effective in responding to ongoing challenges and in promoting creativity and innovations?
EQ 7	Were human, financial and physical resources used appropriately and financial information accurately and adequately maintained?
EQ 8	What was learned from the EMPOWERS project that help scale-up / replicate the project?

The objective of this section is to present the answers of each E.Q. and their related judgement criteria, which are mostly the objective variable indicators (OVIs) of the Revised Log-frame 2006 with some additional indicators developed by the evaluation team. Each evaluation question is dealt with separately.

B.2 What progress was made towards the achievement of the five expected results? (EQ1)

In this section the five results of the EMPOWERS project are analysed one by one and the main findings are presented followed by conclusions. Whenever relevant and desirable the team has added its own reflections. Despite considerable overlap between the various results of the project, they are dealt with separately in this evaluation for analytical purposes. In reality, however, they are almost inseparable and feed directly into each other.

B.2.1 Result A: Selected Government agencies and civil society organisations have been enabled to better manage major water resources problems in their target areas, while participatory approaches have been tested and approved.

To achieve this result, the project designed six activities, which focused on the development of the methodology concerning Participatory Water Planning Cycle (PWPC) and Stakeholder Dialogue and Concerted Action (SDCA). This methodology development was inter-twined with hands-on capacity building. Two other activities that concerned the dissemination and use at national level (policy formulation) and in other countries, are dealt with under Result D and E.

B.2.1.1 Output against indicators

The project set benchmark indicators (OVIs) to measure the achievement of Result A. The Table below gives the indicators and their outputs as presented in the project’s progress reports.

Benchmark indicator	Deliverable at the end of project (Planned)	Deliverables achieved at the end of the project
A1. Development and use of Participatory Water Planning Cycle (PWPC) approach and Stakeholder Dialogue and Concerted Action (SDCA) process	PWPC approach and SDCA process developed and used by local authorities, end-users and other stakeholders at various levels and adopted as relevant for water planning & management by participating districts and governorates	PWPC/SDCA approach developed
A2. Number of regional-level PWPC / SDCA working papers, related training materials, and guidelines developed and tested at Governorate level for wider national and regional dissemination.	Eight regional-level PWPC / SDCA working papers, related training materials, and guidelines developed and tested at Governorate level.	See under Result D
A3. Number of staff of Partners and S/Hs trained in relevant participatory approaches and applying participatory and SDCA skills, capacities and processes in the project areas.	50 per Governorate	238 staff from different Partners, stakeholders as well as community members are trained, of whom 96 in Egypt, 142 in Jordan and 36 in Palestine. Source: project country progress reports

A4. Number of S/H institutions and community groups in each Governorate/District using quality participatory planning (PWPC) through effective co-operation and coordination with others (SDCA).	Per Governorate 2 Stakeholders Institutions 8 Community Groups Total: 30 institutions plus groups	59 institutions and local community groups use the PWPC approach through effective co-operation and coordination with others (SDCA). Source: project country progress reports
A5. Number of local and national government officials and NGO staff that recognize the need for shared responsibility and involvement of stakeholders and end-users in managing water resources	50 per Governorate	About 200 totally

B.2.1.2 Major findings on Result A

The findings below focus on OVI A1-3, A4 and 5 are dealt with under Result C. They are mostly based on the perceptions and views collected by the evaluation team of three groups of people intensively involved in testing and developing the PWPC/SDCA approach: a) members of the local water stakeholders platform, some of whom are members of CSOs, b) selected officials of government agencies (key stakeholders) and c) implementing teams, consultants (including Partners) supporting the process.

Methodology development (A1)

In the process of developing and testing different stakeholder groups have been involved. Stakeholder groups have included: a) village water committees composed of 7-14 people (in Egypt separate men farmers groups and women groups, in other countries mixed groups with 25 - 70% women members) and selected by the communities to represent them in the planning process (some members belonged to the CBO); b) between 3 - 6 government officials per country taking active part in the steps of the process.

The members of the local water committee felt that the process of discussion with various stakeholders helped them to get a clear insight into their problems, their causes, the present and future water situation, and the factors, which could influence the process of problem solving. In Egypt (unlike the other countries) the outputs were displayed on the wall of public buildings - visible for everybody: problem trees, social maps, spider webs, vision, and so on. In the various project documents³ can be read the experiences and views on the PWPC/SDCA process and tools. Here, the evaluation team adds the perceptions of various stakeholders on the appropriateness of the tools for planning and managing water resources in a participatory way. Community members and CBO representatives liked problem tree analysis and PRA tools (i.e. social mapping, semi-structured interviews, focus group discussion, vision and scenario building) because it helped them to become aware about many (water-related) problems in their

³ Among others Mid Term Review report (2005, p. 3, 4, 23, 24), Draft Final Report (2007), reports of the sub-regional meetings

communities. It also increased awareness about other issues, such as levels of poverty, unemployment, and other socio-economic aspects in the community. The household survey (referred to as 'PRA') was seen as a strong tool to get to know more people in the community as well as their problems and to create awareness among a wider public about the water and socio-economic situation. Through the various tools, the views and ideas of many people came to the fore, including those of women, which contributed to a better understanding among people in the community. Both community members and government officials felt RIDA was important because it gave insight in the supply and demand situation and was considered a necessary basis for building visions, scenarios and strategies. Through scenario building they got many ideas on how to deal with problems identified. Among officials of government the tool BN was felt complex and not easy to use although it helped to understand the interrelatedness of problems and examine alternatives.

Capacity building (A3)

The capacities of water committee's members and officials both in terms of knowledge and skills including facilitation skills have been built during the steps of the approach. The people interviewed gave examples of what they perceived as their increased understanding and skills (see conclusions below). Various members of the committees in the three countries explained in detail the steps of the PWPC/SDCA process and the tools applied. Some women showed their facilitation skills: it looked more like transferring information to the participants than involving them in the discussion. The evaluation team was told that in Palestine 5 - 6 members per community, 4 government officials and 4 - 5 members of CSOs are able to fully apply the PWPC/SDCA approach.

At the Governorate/District level, staff of the stakeholders who had been involved in the process said that they:

- Gained better understanding of the problems of the local communities about which they always believed that they had sufficient knowledge. They felt that their work had become more efficient.
- Felt that the local community members are capable of developing sound solutions to water problems based on a realistic understanding.
- A few technical staff of government ministries are capable of using GIS/MWIS.

B.2.1.3 Main conclusions about Result A

Methodology development (A1)

1) The testing of the methodology has resulted in a PWPC/SDCA approach that is ready to be used in government agencies and civil society organisations that are interested in participatory planning and managing local water resources. The Draft Guidelines for Improved Local Water Governance (2007) are a tangible output of this testing process. It is further evidenced by the knowledge, understanding and enthusiasm concerning the approach at the side of the users at governorate/district level and community level.

2) Various conditions on how and where to apply the PWPC/SDCA approach are clearly set out in the Draft Guidelines for Improved Local Water Governance (2007). It is, first and foremost, the need for skilled facilitators to guide the stakeholder agencies through the process. Since we can speak of a mainstreaming process of a participatory mentality, more conditions are required to apply the approach. The evaluation team can think of contextual conditions such as policy space

and the felt urgency to address water issues. At organisational level conditions relate to the space available to apply such an approach. Space in terms of costs for staff, additional training, facilities (computers, transport), space in terms of room to do the work differently, perhaps breaking through hierarchical and bureaucratic systems. A condition that should not be overlooked is the time required to build relationships of trust and cooperation between the facilitator(s) and the people involved at different levels.

The evaluation team had expected to find more in-depth information about the conditions to apply the PWPC/SDCA approach and to make it successful, for instance, related to the socio-economic and water situation in Egypt, Jordan and Palestine (their differences were one of the reasons why the approach was tested in three countries). EMPOWERS, however, had not formulated indicators to monitor the development of the methodology, i.e. providing insight in a systematic way, which would have helped to clearly identify what has worked and what not in certain contextual and organisational settings.⁴ The evaluation team also noticed that the EMPOWERS has not gone through the PWPC step 'Reflection' which could have shed light on the issues of conditions. According to Working Paper 3 this step concerns the classic steps of monitoring and evaluation combined with process documentation. It is understood that reflection took place during the different steps of the cycle but not as a focused effort at the end of the two phases of testing.

In the second phase of testing the methodology, the steps of the PWPC from Visioning to Implementation were speeded up and covered a period of 3-4 months compared to the one and a half year in the first testing phase. Although both phases resulted in clear outputs ranging from visions to pilot projects, the evaluation team has its doubts if a period of four months is sufficient to change the mentality and behaviour of staff of government agencies and members of CBOs. Such behavioural change takes much longer, more especially if we look for a truly internalized change.

Capacity building (A3 4, 5)

3) At the community level, men and women members of the local water committee and perhaps others as well, have gained knowledge, understanding and skills. They have increased their understanding about their problems, even beyond the immediate problems as well as gaining the ability to formulate a long term vision concerning their water resources and develop solutions to water problems. It gave them hope for a better future. Participants gained an increased awareness about their own capabilities to deal with their water problems as well as facilitation skills. The local water committee members of the first batch of communities used the EMPOWERS approach during the PWPC/SDCA process in the second batch of communities.

⁴ The various progress reports including the Mid-Term Review Report give narrative descriptions together with lessons learnt. Working Paper 3 states that: "The (PWM) cycle consists of six distinct steps, each involving a number of sub-steps, but the precise sequencing of activities will depend on the local context" , but the evaluation team could not trace this type of information. Working Paper 6 (p.6), to give another example, explains a number of conditions for success of a good SDCA process. None of these conditions however are further elaborated in progress or other reports while they are seen as essential for replicability.

4) At the Governorate/District level officials closely involved in the PWPC/SDCA process clearly gained knowledge, understanding and skills (see Finding 5) and showed keen interest and willingness to apply them in their own organisation (more under Result C).

B.2.2 Result B: Water stakeholder platforms at different levels facilitating regular vertical/horizontal consultations, planning, problem solving and awareness raising activities related to water planning and cooperation has been established and are active.

Result B is closely related to Result A since it concerns the implementation of the steps of the methodology at both governorate/district and community levels. Ten activities were planned: the facilitation of SDCA, data collection (PWRA) for defining problems and trends (RIDA), development of WMIS and BN for testing scenarios and strategies, participatory visioning and intervention planning, setting up pilot projects, development of water resources development strategies at different levels. Two other activities have to do with testing micro and governorate testing of WMIS. A final stakeholder consultation workshop was conducted for adopting and up scaling of the approaches developed (see Result E).

B.2.2.1 Output against indicators

The project set nine OVIs to measure the achievement of Result B, seven of them are quantity indicators, as shown in the table below.⁵ The evaluation team specified the indicators to assess more concretely what has been achieved. The table includes the outputs collected by the team. The evaluation team wishes to comment that the concept of “platform” appeared a rather confusing concept. Working Paper 6, which deals with SDCA, speaks of a “social organisation, which is required for a structured and facilitated process of dialogue. (...) Social organisations can range from loose communication networks for sharing and learning to strategic alignments and resource coalitions of different stakeholders where resources and capacities are pooled to come to joint planning, decision making and action.” (P.4,5) Since the OVI tables give numbers of platforms it is understood that the more or less fixed group of stakeholders, such as the water committees at different levels composed of (selected) representatives of the community and/or government agencies belong to the last category. The platform as a loose communication network may refer to the meetings with many people outside the core group of the committees, such as problem tree analysis or awareness raising events.

OVI	Further specification by the evaluation team	Deliverable at the end of project
B3. Number of community groups in the three governorate having participatory monitoring and evaluation system for their water resource development strategies, while collecting and using result data.		3 per governorate

⁵ The two indicators B1 and B2 are dealt with under result D information.

<p><u>Egypt</u>: 1 women group and 1 farmers group addressing water in each of the 5 communities, 1 platform at the community level, composed of Community members and CDAs. Responsibilities: 1. collect data and analyze; 2. problem tree; 3. Visioning and strategizing for their own communities; 4. Select pilot projects</p> <p><u>Palestine</u>: 1 farmers and 1 women group society in each of the 7 communities, 1 group in Qabatia and 1 in Maithaloun town; 1 Platform in each community/ town. All composed of Members of the Community, village council and of the groups/society; Responsibilities: same</p> <p><u>Jordan</u>: 1 Water committees under the umbrella of cooperative/society/ club in each of the 7 communities; composed of: Community members , and members of cooperative/society/ club; Responsibilities: same</p>		
B4. Number of water stakeholder's platforms established at various levels and active during the project period.	Number and regularity of meetings Number of regularly attending participants Regularly decision making	3 community level platforms, 1 governorate level platform
<p><u>Egypt</u>: 1 Governorate Platform, composed of Representatives of Beni Suif governorate stakeholders, community and CBOs; Responsibilities: Exchange of experience and results with other districts 1 Ihnazia district platform, composed of Government departments, representative of communities in Ihnazia District , and CDAs; Responsibilities: collect data about different communities in the district; Selection of target communities; Visions and strategy for the district</p> <p><u>Palestine</u>: 1 national steering committee; 1 Jenin District platform; composed of Government departments, representatives of communities in Jenin, and CSOs; responsibilities: same</p> <p><u>Jordan</u>: 1 Balqa governorate platform, composed of Government departments, representatives of communities in Balga, and cooperative/society/ club; responsibilities: collect data about different communities in the district; Selection of target communities; visions and strategy for the district</p>		
B5. Number of pilot projects that contribute to the community water visions approved and successfully implemented while responding to the end users priorities	Relationship between the projects chosen and the vision Relationship between aims of the project and its outcomes	4 per governorate
B6. Number of new solutions developed and implemented by the community groups and other stakeholders in the pilot areas based on the agreed methodologies and supported by other donors, and responding to the end-users priorities.		At least 6 pilot projects
B7. Increase of CSOs engaging with government authorities in consultation, planning, decision making and implementation of water resources initiatives at the governorate/ district and community levels.	Number of joint activities (from consultation to implementation) of CBOs and government agencies on water (vertical relationships)	indicated through the water committees

B8. Number of Water resource development strategies based on SDCA/PWPC developed by Stakeholders at all levels and officially adopted in pilot areas.		6 at community level
B9. Number of Governorate/District Water Resource Development Strategies based on SDCA / PWPC developed by S/H and proposed to relevant Authorities	Linkage between the strategies at different (vertical) levels – does the strategy of a lower level feed in the strategy of a higher level – See EQ 5	Minimum 3 at governorate level

B.2.2.2 Major findings on Result B

Stakeholder platforms (B3, B4)

1) Platforms have been set up in each community (called village water committees in Jordan, and project committees in Egypt and Palestine) and at each administrative level. These committees/platforms have been actively involved in the different steps of the PWPC/SDCA process: they met regularly, discussed and took informed decisions about main problems to be addressed, visions, scenarios, strategies, and projects. It resulted in increased organisational capacities as outlined under Result A and in concrete outcomes: 19 visions, 21 problem trees, 18 community profiles, and 41 pilot projects.

2) Through the platforms, staff of government agencies and community members were brought together for the first time to exchange views, coming to a compromise on issues of disagreement while becoming aware of its causes and, furthermore, to solutions about problems.

3) In all countries the community members interviewed by the team said that for the first time they got to know the official and department responsible for dealing with certain problems and thus, knew where to go for complaints and problems.

Pilot projects (B5, B6, B7)

4) In all the communities the PWPC/SDCA approach resulted in the choice of one or more pilot projects. More pilot projects have been implemented than planned. It is partly because of the EMPOWERS decision to re-fine the methodology in the first set of communities that resulted in the second batch of projects. This decision was made in order to test the approach in new communities using a faster way to go through the PWPC/SDCA process. In Egypt 19 projects were implemented in 5 communities, in Palestine 11 projects in 6 communities, while in Jordan 11 projects in 7 communities. The team refers to Annex 10 for an overview of Pilot projects

5) In Egypt and Jordan, revolving funds have been one of the main instruments for implementing the pilot projects. It was generally felt that the budget of EMPOWERS for pilot projects was too limited to fund activities to solve all the identified problems. However, various CBOs have successfully succeeded in getting funds from other donors. In Jordan 11 pilot projects were implemented in the targeted communities. Most of them are funded or co-funded by other donors or projects, which already had revolving funds.

Water Resource Development Strategies

6) All stakeholder platforms have developed Water Resource Development strategies. In Jordan the governorate platform produced a Governorate Strategy including a work plan covering the water sector. In the process of its development a number of stakeholders had a say. This Strategy has been approved by the Executive Council of the Governorate. In addition a project of water management Information System was set up in partnership with Balqa Governorate. In Egypt a District Strategy has been formulated based on the vision developed but it is not put into further action. In Palestine a governorate strategy was formulated. The strategy was presented for six communities and for Jenin governorate in a workshop attended by all the national and local stakeholders in Jericho. The strategy was then endorsed by the governorate and Palestinian water Authority. A set of recommendations for an action plan was also formulated to the central government.

B.2.2.3 Main conclusions about Result B

Stakeholder platforms and their effects (B3, 4)

- 1) The steps jointly taken by staff of stakeholders and community members in the PWPC/SDCA process have helped to:
 - a) break the barriers in communication between officials and community members.
 - b) clear misunderstanding about each others knowledge and experiences on water related issues
 - c) clarify the mandate of each government agency, the responsibilities of officials and their limitations in dealing with water issues be it budgetary, legislative or logistical ones.
 - d) create effective linkages between officials and community members
- 2) The joint process through which the members of CBOs and community members went helped in cementing the relationship between the community members and the CBO. It strengthened its role in the community as its representative to address community problems and to bring those to the attention of respective authorities. The CBOs can better mobilize the community members for solving water problems as well as other problems.

Pilot projects (B5,6)

- 3) The trainings provided to CBOs on project design and implementation, i.e. proposal writing, financial administration, communication skills, monitoring and evaluation, together with the contacts established with government agencies and donors contributed to funding and technical assistance of projects.
- 4) Reviewing the visions shows a logical flow from the main problems identified by the communities, the vision developed and the pilot projects selected. The projects tackle water-related problems in all communities.

Water Resource Development Strategies (B7, 8, 9)

- 5) The context in which the project was operating influenced the scope for the development of Governorate/District strategies based on the vision and strategies formulated by the stakeholders' platforms at that level. See for more details E.Q. 4 and 8.

B.2.3 Result C: Awareness on the benefits of participatory approaches and on rights/responsibilities in local water management has been raised and improved among various stakeholders, such as the population of target areas, the functionaries of Government Agencies and Civil Society Organisations as well as decision makers on municipal, district and state level

Capacity building (Result A) and awareness raising were going hand in hand during the implementation of the steps of the PWPC cycle starting at initial visioning, problem analysis, the data collection (home visits), up till implementation of projects. EMPOWERS had planned eight focused activities to achieve result C⁶, some of which were meant to get a proper insight in the existing situation such as social mapping and assessment of needs, concerns and levels of participation in planning and decision making of women and other vulnerable groups in local communities. Other activities focused on Process Documentation to track changes in awareness and, as a consequence in behaviour, attitudes and actions of people at the individual and organisational level. There were also activities to ensure that information became accessible to the targeted groups, including women and the poor (PWPC, WMIS), and even the wider public (Films and TV), in an understandable form. For information on the last activity see Result D.

B.2.3.1 Output against indicators

The project set six OVI's to measure the achievement of Result C. The indicators and the results as per October 2006 (based on the Benchmark Monitoring Table) are given in the table below. The evaluation team added two more indicators to get more insight in the effect of the activities, which also relate to indicator A4 and A5.

OVI	Base line at start project	Actual status October 2006	Deliverable at end of project
C1. Results from PWPC / SDCA approach translated in awareness materials for wider public campaigns and dialogue at governorate and national as well as at the regional level		see Results D and E	
C2. Number of government and NGO staff involved in EMPOWERS aware of and embrace participatory approaches to local water management and recognize need for more RBA approaches.	3 (Egypt) 20 (Jordan) 7 (Palestine)	24 (Egypt) 58 (Jordan) 36 (Palestine)	> 50 %

⁶ Two more in-depth analyses (so-called Activity C3 and C4) were planned but not carried out nor the comparison between the PWPC/SDCA approaches against existing methods of awareness raising (Activity C7).

C3. Percentage of community members in target communities aware and express feelings of * rights/responsibilities in water use and management; * roles and rights of other actors; * value of water and long term constraints / causes and effects in local water resource management.	0.5 % (Egypt) 2 % (Jordan) 5-10% (Palest)	8% (Egypt/old) 3.5% (Egypt/new) 45% (Jordan/old) 10% (Jordan/new) 50% (Palestine)	> 40 %
C4. Number of Community based initiatives towards solving water problems (pilot projects) reflecting awareness of value of water and of long-term constraints, causes and effects relating to IWRM.	unknown	11 (Egypt) 11 (Jordan) 12 (Palestine)	20 % increase
C5. Percentage of end-users, assessed as most vulnerable in 2005 baseline, actively participating in community water platforms for consultation, planning, decision making and implementation of water resource initiatives at the community level.			30 % increase
C6. Percentage of most vulnerable groups of the target communities having improved access to quality water	20% (Egypt) ? % (Jordan) 10% (Palest.)	75 % (Egypt/old) 40 % (Egypt/new) 55% (Jordan) 50 % (Pal : Jalboon +Meithaloon) 2% (Pal : Qabatia)	> 20 %
(Changes in) actions of individuals (at the community and governorate/district level) due to increased awareness such as claiming rights (men and women), consumption/use of water, protection of water resources, efforts to distribute/use water more equitable (ex. tail and head end, pumps); willingness to adopt the approach in their way of working, adjust their own approach; willingness to cooperate in a team and with other organisations			
Awareness of decision makers at the municipal, district/governorate and national level about the rights/responsibilities in local water management of all stakeholders, from end-users to decision makers at national level, and the importance to feed in their views in planning and managing water resources at the various levels.			

B.2.3.2 Major findings on Result C

1) In three communities in Jordan, one community in Egypt and one community in Palestine specific activities have been/are undertaken to raise more awareness among the villagers. The evaluation team was told that materials have been produced on how to raise awareness and even training has been provided to women.

Awareness about the benefits of participatory approaches among staff of government/CSO (C2)

2) Staff of the stakeholders at the Governorate/District level said that they:

a) Realize that the PWPC/SDCA approach can be useful to their work and it can improve their job performance

b) Feel that the relations built between staff of stakeholder agencies that worked together during the project promoted informal cooperation and coordination in solving problems while bypassing bureaucracy.

3) Among staff working at the governorate/district level and also at village council level (Palestine), the team witnessed increased awareness about the role community members in close cooperation with officials can play in solving water-related problems. Views of men and also women are taken seriously at least by the officials directly involved in the PWPC/SDCA process.

4) Staff of different stakeholder agencies and some Partners in the EMPOWERS process indicate that there is interest and willingness to engage in participatory approaches in their own institutions because they recognize the importance to share responsibility and to involve the views of end-users in local water resource planning and management.

Awareness about rights, responsibilities and steps towards actions at the community level (C3, 4)

5) Women played a key role in awareness raising in their communities. They informed other women on how water could be used in a more economical way. In Egypt, women groups received training in communication skills. It was not clear to the team how systematically and with what message women informed others in their communities.

6) At the community level men and women who have been directly involved in the PWPC/SDCA process showed an increased awareness of the value of water and had taken steps to better use their scarce resources. The team was told that women spoil less water and use wastewater instead of throwing it away and that men (and women) report leakages to the authorities concerned and consider illegal use of water unacceptable

7) Community members expressed that they have more confidence in the ability of governorate/district agencies to address their problems. See also finding 3 above.

B.2.3.3 Main conclusions on Result C

1) The team considers the Process Documentation an important tool to track the changes at the individual and organisational level as resulting from the various activities. The in-depth information collected and analysed by the process documentalists in a meticulous way is almost astonishing and they should be loudly applauded for their efforts. It resulted in clear though ad-hoc examples of changes brought about by the project in terms of behaviour and attitudes, concerted action, decision making and empowerment. The EMPOWERS web site, among others, witnesses the outcomes of their work making them accessible to a wider audience.

Awareness about the benefits of participatory approaches among staff of government/CSO (C2)

2) In some Partner and governmental stakeholder institutions increased interest and willingness to use participatory approaches exist: strategic plans have been made while using the EMPOWERS approach; training has been provided to staff, efforts are made to cooperate and coordinate with other government agencies. More about this issue under EQ 4.

Awareness about rights, responsibilities and steps towards actions at the community level (C3,4)

3) At the community level men and women who have been directly involved in the EMPOWERS process show an increased awareness of their rights of access to water and their own and others

responsibility to address water related problems. This higher awareness has resulted in a change of behaviour and attitudes as regards water issues among women and men, mostly the members of the local water committees. A significant change in mentality is seen in the willingness to address problems collectively and in an organised way.

4) The choice of various pilot projects by the members of the local water committees/ CBOs underlined the awareness of the value of water and the urgency to address water problems in view of longer-term concerns. The members of the water committees/ CBOs better understand the causes of specific problems, which help to come up with realistic and feasible solutions. All projects have to do with how to manage scarce water resources more effectively or in a more equitable way (See also Result B).

End-user participation in local water platforms (C5)

5) It can be concluded that end-users (men and women community members and/or CBO members, who belong to the local water committees) participated in local water platforms. To what extent the selected committee members truly represent the poor and women? In terms of composition of the committees, the evaluation team was informed that poorer farmers belong to the committee. Women's representation ranged between 25 - 70%. These women participated in every step of the PWPC/SDCA process and in the trainings. The team also tried to get an impression of the extent to which community members could bring their concerns about water-related problems to the fore. From the nature of the vision and the type of projects selected the team concludes that the voices of women have been heard: domestic water issues, a priority concern for women, stand high on the agenda. The degree to which the committees/platforms reached out to community members for consultation and awareness raising in the different steps of the PWPC/SDCA process appeared to vary from one place to the other and across administrative levels in the three countries. The table below gives an overview⁷. In Egypt a high percentage of the community members participated in problem identification, awareness raising and information sharing. In other countries the community was informed. During the field visit some beneficiaries complained to the evaluation team that they participated neither in the identification of the problems in their areas nor in the selection of the pilot projects.

Steps of the PWPC/SDCA process	Participation of local water committees			Participation of community members in general			Participation of selected government stakeholders		
	EG	PAL	JOR	EG	PAL	JOR	EG	PAL	JOR

⁷ X: Full participation (i.e. involvement in all discussions and actions, agenda setting and decision making)

o: Partial participation (i.e. consulted, informed about issues and/or given the opportunity to complain/comment)

Induction meeting, main problem identification	X	X	X	X	X	X	X	X	X
Stakeholder analysis	X	X	X	X			X	X	X
Problem identification	X	X	X	X			X	X	X
Committee selection	X	X	X	X	o	o	o	o	X
Data collection	X	X	X	X	X	X	o	o	X
Data analysis	X	X	X				X	X	X
Visioning, scenario building, strategy development	X	X	X	X	o	o	X	X	X
Selection pilot project	X	X	X	X	X	o	X	X	X
Implementation pilot project	X	X	X						

The issue of participation closely relates to that of ownership. Without doubt the members of the local water committees/groups felt themselves to be the owners of the participatory planning process. Due to the short period in the field by the evaluation team, it is difficult to conclude that community members who are not directly and/or intensively involved in the EMPOWERS process share this sense of ownership. Unlike the committee members, it is not likely that they have the knowledge and confidence to approach officials. The evaluation team expects that the CBOs play an important intermediate role here. As described above, their capacities in managing water-related problems have increased considerably and, more importantly, there is a keen interest in pursuing these problems because they are considered urgent matters.

Vulnerable groups of the target communities having improved access to quality water (C6)
6. Who are the poor? water-resource poor members of the community and/or socio-economic poor sections of the community and/or people who are excluded for socio-cultural-political reasons? The evaluation team understands that discussions have taken place around these questions. According to the interview the selected communities differed in the three countries. In Egypt and Palestine, the selected communities belong to the socio-economically poorer parts of the country, which is not the case in Jordan where the selected communities represent water-resource poor and socio-economic poor. A number of factors are at play when it comes to

participation of the 'poor', the most important perhaps is the specific socio-cultural structure of the community and its socio-political dynamics. The Jordan implementation team has made an effort to understand these dynamics (although not finalised) through its accountability analysis for each of the targeted communities. One of the PRA tools used for analysis included social dynamics. The planned in-depth analyses (activities under Result C) may have been meant to get proper insights into socio-cultural-political dynamics but unfortunately they were not done. In the three countries, the PRAs were not fully applied (except in the Kufr dan study in Palestine) and had little to offer to create deep understanding at the communities. More specifically, they read like census results, i.e. they give a broad picture of static communities with no in-depth understanding of the way their dynamics work.

Concerning women, the field visits showed that women have improved access to quality water. This is an obvious result of the project efforts. The evaluation team met confident women able to clearly express themselves in front of men and their ideas about the future, also, willing to take action by themselves for the benefit of the community, interested in working collectively and as a group. Very important to them was the space EMPOWERS created to meet and share ideas with other women. The team met men who seriously listened to women providing them space to voice out and become members of organisations (CBOs). In most CBOs/mixed committee's i.e. women and men were members. All this illustrates the big changes in the lives of some women and men in a community to which EMPOWERS contributed. It must also be added that in Egypt most of the women were young and had at least a high school certificate. In Jordan and Palestine the team met women of different age but mostly educated.

B.2.4 Result D: Project experience disseminated to wider audience.

In addition to the approaches applied at the country level, EMPOWERS assumed a role in regional networks, under the Regional Information Program that was launched in 2004. Result D is one of its expected results; the other is Result E, which is discussed below.

Six activities have been planned to contribute to Result D. These activities include web-site development in both Arabic and English, finalizing and disseminating six working papers, production and dissemination of various training materials, guidelines, fact sheets, brochures, newsletters, magazines and films.

B.2.4.1 Output against indicators

The table below gives the result of the team's assessment against the OVIs of result D.

OVIs and the outputs

Indicator	Result
D1. Hard Copies of newsletters on local water management actually disseminated in the Arab/MEDA zone (Arabic at country level and English at regional level).	16 Hard copies of newsletters, 2 regional magazines have been produced and 500-1000 copies disseminated in various international/national events

Indicator	Result
D2. Working Papers and related guidelines/training materials on local water management developed and disseminated for policy makers and practitioners in the Arab/MEDA zone.	Out of the 8 planned working papers 6 have been developed and used in various conferences and events.
D3. Written and visual quality documents (highlighting and documenting processes that led to EMPOWERS lessons learned) disseminated for policy makers and practitioners in Arab/MENA zone.	2 booklets (English & Arabic) on Recommendations on Local water Governance have been developed and disseminated. Three Documentary films on country level experience have been produced and disseminated; one on regional level was developed and disseminated but not through the BBC due to sensitive / insufficient background information.
D4. A practical and relevant EMPOWERS website developed and maintained by INWRDAM for the exchange of information on IWRM.	The website was developed and functions in Arabic and English www.empowers.info.com . Below the results of the analysis of the questionnaire developed by the evaluation team is presented.
D5. Yearly numbers of website hits and number of participants in EMPOWERS regional activities by non-EMPOWERS stakeholders.	66,000 hits on the English-language site and 15 200 hits on the Arabic language site. It is not possible to differentiate between EMPOWERS/ non-EMPOWERS readers. 260 participants (regional symposium, E-Forum, Training workshops, Cross visits) plus 200 people at the regional forum a total of 460 people

B.2.4.2 Main findings on Result D

Based on the OVI the evaluation team concludes that all planned activities were on track and slightly exceeded the expectations. By the time of writing this report some working papers were in a final stage of production.

Website analysis :

To evaluate the web site, the evaluation team designed a brief questionnaire made out of 6 questions three of which covered the areas of affiliation, knowledge of the website, its sources, and frequency of visiting the site. Of the other three questions one was concerned with the extent of satisfaction with the content of the web site focusing in its accuracy, comprehensiveness, information structure, and document download adequacy. The second addressed the issue of menu options the users felt most useful such as guidelines, methodological working papers, policy recommendations, conference papers, country newsletters and regional magazine. The last question of this subset of questions dealt with the matters of navigation and design of the web site. More specifically, it asked about its suitability, ease of search, usefulness of links, and that of pictures videos and audios. This subset of question was close to an attitude scale questions.

The questionnaire was administered on a non-probability sample during the field work in Egypt, Palestine and Jordan as well as during the final conference of EMPOWERS held in Amman in the

6-7th of June 2007. A total of 57 responses were obtained. This amounts to about 71.3% rate of return of the total number of questionnaires distributed (70 questionnaires). In what follows a preliminary analysis of the results is presented. It is said to be preliminary because it does not go beyond the presentation of frequency analysis. There are technical reasons for that, namely, the sample size is too small to allow for a meaningful cross tabulation of the data. Furthermore, time constraints on the evaluation team have forced resorting to this option. Despite these reservations, the results obtained from the questionnaire give a clear idea about the effectiveness of the web site as a tool of disseminating information about EMPOWERS at the regional level.

Of those 57 respondents about 80% (45 respondents) knew about the existence of EMPOWERS web site compared with 12 who did not know about it. Their sources of knowledge about it were highly diversified. In addition, the contents of the web site were judged to be accurate, comprehensive, its information is well structured and documents were easy to download.

The guidelines (both English and Arabic) coming on top followed by policy recommendations. As with regard to navigation and design, it was revealed that the links were useful and systematically upgraded. See Annex six for the website questionnaire.

In conclusion, the above results shows that the website was instrumental in disseminating information about EMPOWERS project. However, some of the qualitative comments are revealing. In one case, an employee in a partner project (Zero M) was frank enough to admit that he only looked up the site to find contacts. In another case, an EU official stated that the site have had “very little visibility of the biggest (underlined) donor (80%) = EU on the web site!!!” Undoubtedly, this is bad politics on the part of the project and provides some food for thought about a lesson learnt in terms of project politics.

Further assessment of publications and audiovisuals:

The evaluation team assessed the publications and audiovisual using the following indicators: choice of channels to reach the different categories of audiences; language used to reach the different categories; degree to which the materials/messages fit the level of understanding and skills of the intended user. The result of the assessment is presented in the table below:

Activity	Targeted audience	Language	Content	Teams and respondents Comments
Biannual Magazine	Water specialists public interested in water issues	English	Briefly explaining the regional & country EMPOWERS methodology, activities and tools	Targets international and regional audience and explains EMPOWERS methodology.

Newsletters	Local country stake-holders	English & Arabic	News about what is happening on local country level, activities and events.	Appreciated because it is in both languages. Almost all the people at the villages who the team visited never saw any of the newsletters
Brochures	General public	English & Arabic	EMPOWERS approaches and methodology. Pilot projects in each country	Comments from interviewees: Too much information for a brochure Many terminologies and jargon limits the understanding of the brochure's message
Working Papers	Technical research institutes & practitioners	English	Information on tools used by EMPOWERS. Useful instrument for guidelines and training materials development.	Considered as useful document that can indicate the process methodology development Not updated and difficult to see how the methodology was tested
Guidelines	Government, NGOs, Leaders of CBOs	English & Arabic	Guidelines of EMPOWERS process and steps dealing with Local Water Governance	Process that has been used to develop these guidelines is more important than the final output. The Arabic translation loses some of the key concepts e.g. local governance terminology is confusing.
Booklets	Decision makers and officials	English & Arabic	Recommendations creating and enabling environments to advocate the S/H & local communities on Local Water Governance	Good Includes vulnerable groups and women.

Training Materials	CBOs, ministry of water and irrigation staff and related ministries	English, parts in Arabic	Case Studies, training and educational tools	Many materials and modules were produced. Not all materials were translated in Arabic limiting the outreach. Some are helpful and very supportive training instruments for facilitators in general.
Films/Videos	General public	English & Arabic	Local country water problems on local community level	Shows EMPOWERS field activities and training materials used with local communities (social maps, problem trees). Women's active participation in EMPOWERS events was noticed. Videos tackle hot issue (water). Some key interviewees feared that the messages in the videos could be interpreted wrongly and give a bad image to the countries concerned.
Fact Sheets	International donors	English, some in Arabic	Brief information on EMPOWERS related CBO, background and future plan.	Not completed for all countries. Completion is recommended. Used for selling pilot projects for donors, could be used for other presentations as well
Story / Abu-Qatra	Local communities	Arabic	Awareness messages introducing water problem and water management	Simple language, easy to be understood with visual drawings, could be used in schools and in illiterate communities. Its simplicity was liked by many interviewees

B.2.4.3 Main conclusions of Result D

1. Based on the views collected of the users of the EMPOWERS website being one of the media used for project dissemination, the evaluation team concludes that the website is an effective dissemination channel with rich information.
2. As regards the publications produced by EMPOWERS (conference papers and articles, training manuals, guidelines, newsletters, documentary films, and others) it is concluded that:

- The documents capture the detailed activities and procedures. The abundance of the materials produced however hinders a quick overview.
- The many materials in English hindered the accessibility for Arabic speaking audience, while translation of documents into Arabic caused confusion due to the complexity of the terminology.
- The level of the writing suits the intermediate/international levels better than vulnerable groups, women, and illiterates for which limited materials were available. At the community level the evaluation team could hardly find documents and training materials.

B.2.5 Result E: Strengthened regional linkages, networking and mutual exchange of knowledge and capacity building in sustainable management of water resources.

A total of eight activities were planned to contribute to Result E. They included organizing eight regional sub-meetings, participating in international events and presenting EMPOWERS experience; organizing e-consultation on public participation and demand management in IWRM into forum activities; organizing regional mid-term symposium & final workshop on public participation; cooperation of EMPOWERS efforts with other Euro-Med initiatives and European/Arab and international forums (ISIIMM, MEDWA, Zero-M magazine, EMWIS); organizing training workshops for the MENA countries; conducting 2 cross-visits; and proposing and disseminating recommendations for policy and practice on local ownership in IWRM in the MENA Zone.

B.2.5.1 Output against indicators

In the table below an assessment against the OVI is presented

indicator	Result
E1. Attendance of EMPOWERS staff and S/H in non-EMPOWERS regional meetings and number of accepted papers in (non) EMPOWERS events.	101 (out of 20 planned) participants from EMPOWERS (staff & S/H) attended and participated in 26 events in international and MEDA/MENA countries and presented 14 (out of 15 planned) papers on EMPOWERS methodology and experiences. An additional 7 papers were written and presented by EMPOWERS own event (Symposium 2005) which were peer reviewed by IDRC WaDimena
E2. Number of Symposia, training workshops, cross visits, as organized by EMPOWERS (with others) on its approaches in the MENA Region for non-EMPOWERS audience.	2 regional Symposia, 5 Training Workshops, 1 E-consultation, and 2 regional Cross Visits were conducted for non-EMPOWERS audience to introduce and educate its methodology and experience (Lebanon, Oman, Jordan and Egypt). The project has gone beyond its planned deliverables: 6 events including the regional cross visits.

indicator	Result
E3. Increased project coordination and/or joint activities between MEDA Water Program projects (and non-Program projects) through both event driven and continuous debate mechanisms.	4 workshops with total of 85 participants from 11 countries (MEDA countries and Pakistan, Bangladesh).
E4. Government, NGO and donor interest shown (in MEDA countries not directly involved in EMPOWERS) for approaches and methodologies developed by EMPOWERS.	Mercy Corp, GTZ in Jordan and USAID in Egypt, CARE and the French Consulate and Dutch agricultural project in Palestine.
E5. Number of new local water management programmes proposed for external funding, using the EMPOWERS approaches and methodologies.	12 Pilot projects out of 33 received external funding (Mercy Corps, GEF, French Consulate, HSPC Bank, and CARE international).

B.2.5.2 Main findings of Result E, more specifically E4

Policy Influence in EMPOWERS :

The evaluation team used Evert Lindquist's (2001) typology of policy influence (see Annex 8) which provides a broad basis for defining what one means by "policy influence". Lindquist distinguishes four types of policy influence, each of which is discussed in relation to EMPOWERS. It should be made clear however that it was not EMPOWER's intention to address each of the Lindquist typology. The typology is used as a framework for analysing policy influence in EMPOWERS.

The **first** type of influence is **Expanding Policy Capacities** under which Lindquist classifies four approaches. Concerning the first one, improving the knowledge/ data and information of certain actors, EMPOWERS shows clear results. The project has documented its knowledge, experience and information gained in the field of participatory planning for water resources. It has packaged this information into different formats for a variety of audiences: international, regional, national and local. Efforts have also been made to share information with communities in their own language (see Result D). The project has appealed to different actors (political, academic, NGO), inviting them to participate in meetings and to collaborate in the work that EMPOWERS was doing. EMPOWERS has also involved staff of government agencies and NGOs who work at the intermediate decision making and implementation levels (District and Municipalities). It is not possible to identify how much of this information is absorbed by the various actors; however, it is fair to say that there is evidence of some filtering through. Several interviewees have made positive reference to EMPOWERS.

The second item concerns *Supporting recipients to develop innovative ideas*. Over time EMPOWERS has developed several new and innovative approaches, while it testing its original concepts in new combinations and expanding them. One of its creative approaches is to use different tools for its participatory planning. EMPOWERS has created local water committees as a vehicle for planning, participation in decision-making, sharing responsibilities and public awareness.

On the third approach, *improving capabilities to communicate ideas*, the section on Result D shows that EMPOWERS has a wide communication strategy and it works with a variety of media and other tools to gather and disseminate information. It has conducted training on facilitation techniques and communication for its staff. EMPOWERS has recognized the importance of tailoring communication to suit the needs and circumstances of its diverse audience. The evaluation team however feels that more could have been done to target the illiterate villagers. (There are several projects that have succeeded to target illiterates by developing interactive, picture-based computer kiosks)

The team has not found evidence that concerned the fourth approach: Developing new talent for research and analysis since this was beyond the scope of the project.

The **second** type of policy influence is about Broadening Policy Horizons. Lindquist again distinguishes four approaches. Concerning the first one, providing opportunities for networking/learning within the jurisdiction or with colleagues elsewhere, EMPOWERS has created several networking opportunities at the national and regional level as described under E4 in the OVI table above. Their recommendations have been widely shared/ refined, published and incorporated in the Final Regional Forum which focused on enhancing "policy support for local level ownership and involvement in sustainable local water governance in the Middle East and North Africa MENA region through participatory planning and stakeholders approaches". The final outcome, the Seven Amman Principles is in the process of circulation to different organisations in the World to be undersigned.

The second approach, Introducing new concepts to frame debates, putting ideas on the agenda, or stimulating public debate, concerns in EMPOWERS the concepts local water governance and participation in policy formation. They were introduced to different levels (local, governorate, national and International), discussed and debated while recommendations have been further circulated.

Activities related to the third approach, *Educating researchers and others who take up new positions with broader understanding of issues*, have not been undertaken by EMPOWERS. Concerning the fourth approach, Stimulating quiet dialogue among decision-makers, it can be stated that EMPOWERS policy impact has been at the level of ideas. There are various people at the governorate and national level who appreciates EMPOWERS ideas. Several key officials at national levels, more specifically the members of the National Steering Committee, have expressed their support for EMPOWERS's work, and acknowledged the impact that it has had on them personally.

The **third** type of influence is Affecting Policy Regimes. Its first approach is Modification of existing programs or policies. EMPOWERS has had some successes in influencing the water

strategies in municipalities in Palestine and the water strategies in the governorate/district in Jordan and Egypt. The second approach, fundamental re-design of programs or policies, no evidence could be found.

B.2.5.3 Conclusions on Result E

- The two regional cross visits conducted to Jordan and Egypt have partly realised their aims of sharing experiences and learning among community leaders in planning and management of local water resources. Although the community men and women appreciated the visits, which they considered a sign of understanding their role and a way of promoting participation, their learning was very general. Despite the organized and structured programme, the level of learning may have been higher if the various backgrounds of the participants, which varied from government officials to communities' members, were better considered.
-
- The various sub-regional meetings and workshops organised by EMPOWERS for its core staff, key stakeholders, and community representatives from the three countries were appreciated for their strong planning and lessons learned sessions. For a project like EMPOWERS the evaluation team concludes that these sub-regional events are essential for networking, exchange of experiences, building capacities, and, in particular, developing a common language, reflecting and learning for fine-tuning the PWPC/SDCA approach.
-
- The various efforts of EMPOWERS to influence policy makers at Governorate/ District and National level through capacity building, training, symposiums, national and regional workshops and forums (more especially in 2005 and 2007) resulted in a set of recommendations. They have been widely shared/ refined and published for approval and its effect may hopefully be measured in the near future.
-
- The evaluation team observed that the project did not organise training on policy influence for the government officials involved in the process. Such training could have enhanced advocacy skills to determine key messages and focused strategies to change policy at decision-making level. It could have helped to understand the several factors that either contribute or inhibit the process and affect outcomes in unpredictable ways.
-
- EMPOWERS coordinating role in workshops, symposia and cross visits with the MEDA projects has resulted in creating linkages and contacts with some water projects in MEDA countries such as the ISIIMM, MEDWA, EMWIS and Zero-M magazine. It did not result, however, in more visible follow-up steps such as an agenda for action.

B.3 To what extent did the five expected results contribute to the purpose and overall objective of EMPOWERS? (EQ3)

The project formulated three Objectively Verifiable Indicators for its project purpose: a) Significantly improved Government/end user dialogue, b) end-user management capacity increased, c) 30% of the members of the community water platforms representing the most vulnerable groups are actively involved in planning and decision making of the community's

future, ensuring their greater shares in the benefit of IWRM activities. Considering these OVI's the evaluation team concludes that the Results A to E contributed to:

- Improved Government/end user dialogue at the Governorate/District level.
- Increased end-user management capacity.
- Increasingly taking into account the concerns and needs of the most vulnerable groups in the communities

Improved Government/end user dialogue at the Governorate/District level

The word 'significant' poses a problem to the evaluation team because neither the project documents nor the information collected by the evaluators allow for a proper measurement on how significant this improvement has been. If we compare the present situation with that at the start of the project when communication between end users and government officials was almost non-existent, there is certainly a significant improvement as examples in the different countries show:

Egypt:

- Water users started to realize both their rights and responsibilities. Even officials mentioned that nowadays they realize community members' rights
- Communications among officials from different directorates (water, agriculture) and staff from private companies at governorate level is stronger and they bypass long routine procedures.
- To date, information flows easier, faster and more efficiently among governmental directorates and communities. Community members are much more able to express their problems and messages.
- Due to their engagement in EMPOWERS activities officials and other stakeholders have another view on their role in involving others in the planning process. Directors and planners at governorate/district level consider the participatory planning approach as an important approach to pursue.
- Due to their involvement in EMPOWERS officials started to realize the importance of established platforms and consider CDAs as an efficient representative body that needs their support.

Palestine:

- Officials at Jenin governorate explained that they are in a much better position to understand the real problems of the local communities. Due to their increased knowledge and understanding of the local situation they started to address communities' problems and they better realized their role as civil servants.
- Through the dialogue and relationships created by EMPOWERS government officials are now convinced that the local communities are capable of developing sound solutions to water problems that are based on a realistic understanding of the local situation.
- Using the approach helped in bypassing bureaucracy and promoting formal and informal coordination among executive holders to solve problems. The officials illustrated it by the smooth way the data are provided to the joint data bank without the normal bureaucracy. Also some examples have been given which reflect the advantages of their involvement in EMPOWERS. Their role in national planning used to be one of providing a shopping list to the Ministry of Planning. Now their input reflects the needs of the communities, based on data collected and coordination among different directorates. It should be mentioned

here that the mandates of different ministries are conflicting in many aspects, but through EMPOWERS opportunities have been created for active coordination.

- The establishment of a database at the governorate level means a big step towards coordination between departments at the governorate level. It encouraged the Governor to establish an executive council (consisting of the directorates of different ministries) to develop a plan for the development of Jenin governorate. The data base forms a tool for lobbying to the central government to get funds for developing Jenin.

Jordan:

- The Balqa governorate has adopted the policy of local community participation and opened dialogues with local communities as an attempt to meet local community's needs and encouraged the communities to participate in planning and implementation. This adoption originally was due to government's interest in and concern for democracy and development in general. EMPOWERS could build on this when creating stakeholder platforms and offered the governorate various means and facilities for faster and more efficient results. Local communities and various governmental directorates were able to participate in the development of governorate strategies and the water strategy in particular.
- Due to EMPOWERS involvement the Government created two seats in the Governorate Executive Council (i.e. a participatory planning and decision making committee that includes all directors of government directorates) for local community representatives (CBOs representatives).
- Balqa Governorate has embarked on establishing an Integrated WMIS. This system will collect a range of raw data from Nine directorates within five Ministries: Social Development; Health, Environment, Agriculture, Water and Irrigation, and Interior. Data will be generated from reports issued in the different directorates and will include information related to poverty, water usage, service provision, agricultural production, and health. The system will collate and arrange this data so that it can be re-used to inform planning and policy developments as well as monitoring and evaluation of ongoing services.

Increased end-user management capacity

The evaluators face again a problem of definition here, because this indicator is neither specified nor can the evaluation team specify it based on the information available. However, based on the interviews conducted in the visited communities and comparing the present management capacity of CBOs or local water committees involved in EMPOWERS with that at the start of the project there is absolutely an increase in capacity.

Increasingly taking into account the concerns and needs of the most vulnerable groups in the communities

This is evidenced by:

- The communities' visions, which reflect the water problems, identified by a large section of the communities, and which mostly include domestic and agricultural needs.
- The selected pilot projects aiming to address problems as faced by the community including the poorer sections, with a special focus on women's traditional domain i.e. domestic water needs.

- The project certainly made efforts to include vulnerable groups in the local water platforms, most significantly women.

Concerning the Overall Objective the evaluation team concludes that EMPOWERS certainly enhances long-term access and rights to water by vulnerable people through a process of participatory water governance. Existing approaches to IWRM have focused on large geographic units like river basins or major watersheds and higher levels of policy and planning. EMPOWERS has shifted the attention to the lower levels (district, local communities and end users) thus filling an important gap to address water problems of the underprivileged populations. EMPOWERS approach is not new in the sense of using participatory approaches, empowering community members while involving them in data collection, analysis and planning for action. In the context where the project has been working however, participatory approaches were not widely practiced and EMPOWERS has contributed towards that.

EMPOWERS, stands out also in building effective vertical relationships between the community level and the levels where planning and management of resources takes place. This building of relationships is more intense due to its truly participatory approach: different perceptions and views come to the fore through intensive joint discussions about problems and related factors. The change of mentality among a group of key officials shows the success of this approach. Such change at the side of the officials is one of the key factors of sustainability. However, as numerous projects on institutional mainstreaming clearly show, more is needed to make change sustainable. Institutional change requires concerted efforts in a number of organisational areas. Unfortunately, the EMPOWERS, given its limited resources (in terms of time and money) and given the absorptive capacity of project stakeholders has not included organisational analysis and the development of strategies for change in its set up.

B.4 Has the project been responsive to the countries water resource management challenges and priorities? (EQ3)

In this section the evaluation team addresses the issue of relevance: to what extent did EMPOWERS respond to the needs of its intended beneficiaries in the context of the countries' challenges related to the water situation. The project was designed to contribute to solutions in the water sector in each of the three countries briefly summarised as inefficient water use in Egypt and scarcity of water resources in Jordan and Palestine.

EMPOWERS interventions have taken place at three levels: the local communities' level, the governorate/district and the national policy level. The evaluation team looked into the relevance of the project by assessing the water policy framework of the three countries at these levels. The following table summarizes the various ways and degrees of relevance of EMPOWERS interventions to the national policies and water management requirements at the national, governorate/district and local level in the three countries. It uses three performance judgement scores i.e. highly relevant, medium and poor.

Different aspects of EMPOWERS Relevance at different levels in the three countries:

Country	Aspects at National level	Aspects at Governorate/District level	Aspects at Local Community(s) level	Evaluation of EMPOWERS Relevance
Egypt	<ul style="list-style-type: none"> - Decentralization - Participation - Capacity building 	<ul style="list-style-type: none"> - Capacity building - Decision making - Coordination of Governorate/District planning - Information flow and update 	<ul style="list-style-type: none"> - Participation in local water management - Water supply and demand management - Capacity building/awareness raising - Information flow 	EMPOWERS interventions are highly relevant at the various levels in Egypt and respond to the different aspects at each level.
Jordan	<ul style="list-style-type: none"> - Participation - Scarce Water resource management. - Capacity building - Shift in Priorities 	<ul style="list-style-type: none"> -Information Consistency - Governorate involvement in developmental decision making - Capacity Building - Coordination between various stakeholders. 	<ul style="list-style-type: none"> - Information flow - Participation in water management - Capacity building and awareness raising 	Interventions are highly relevant at the community, governorate and the national level
Palestine	<ul style="list-style-type: none"> - Sovereignty on water resources - Solid water data base - Water management of the water scarce resources - Fragmentation of decision making 	<ul style="list-style-type: none"> - Capacity building - Information flow - Involvement in Decision making - Coordination between different official water stakeholders. 	<ul style="list-style-type: none"> - Management of local resources - Technical and financial assistance in water distribution, network maintenance and water harvesting. - Coordination among community stakeholders - Capacity building. 	Interventions are of high relevance at the district, local community level and national level.

In **Egypt**, EMPOWERS fits perfectly within the framework of the proposed policy changes of the national water policy. This policy indicates a shift from the key role of the central level in developing and managing water supply systems to a more active role of water users in the management of water through cost sharing and promoting participatory approaches. Several institutional and legislative measures have been taken recently to promote the establishment of sustainable participatory irrigation management (PIM) associations. At the local level, it is through the EMPOWERS approach that the needs of the community members have been addressed (see Result A-C under E.Q. 1): encouraging farmers in participating in IWRM at the community level, enabling the community members and CDAs and in building their capacity to deal with water problems. With gender being a major element of IWRM (The Dublin Principals), the project has also secured women participation in the management of water resources or at least opened the door for that. Furthermore, the project has brought together official stakeholders and the end users on one stage to discuss their problems and recognize each other's views on them and become more aware of the realities. At the district level, the project gave the irrigation

engineers the opportunity to make their own decisions, which used to be transferred to the higher levels of authority. In this sense, the project has worked within the existing water policy framework and has helped to strengthen it.

Jordan's water policy seems to have to overcome three main challenges:

- the resources challenge whereby the current projections of water balance are that the neck-to-neck race between supply and requirements will continue;
- the financial challenge: despite the significant size of investment needs (up to 5 per cent of GDP in some years), and the pace of mobilization of donors and investments, Jordan will have to redouble its efforts at generating significant additional operating income from drinking water supply and irrigation services. Urban water and irrigation tariffs have not increased since 1997;
- the institutional challenge as represented by the strengthening of public sector capacity and the encouragement of private sector participation as well as that of local communities. In that last vain Jordan started to establish WUAs in the Jordan Valley to encourage local communities' participation in water management issues.

Based on the above, and given what EMPOWERS attempted to achieve in Jordan, it seems that the project is on line with the major parameters of Jordan water policy in at least two respects. On the one hand, the project seeks to strengthen the capacity of government institutions involved in water management, and on the other hand it aims at encouraging the participation of end users in the same domain.

The water policy in **Palestine** faces many challenges, since the Palestinian national level has no sovereignty on water resources. The Water Protocol signed between Israeli and Palestinians governs most water issues and gives Israel the final say regarding the water. In addition to that, the management of water resources is also deeply fragmented in terms of potable water distribution as well as irrigated water. This situation complicates the process of having a national water policy to respond to the supply-demand challenges and to plan for the future. The challenge as stated by the Potable Water Authority, for example, is to provide 200 communities with potable water, and even to maintain the available supply of water to keep the current per/capita consumption.

The EMPOWERS approach has helped institutions at local, governorate and national levels and has contributed to improve solutions within a very constraining context. Thus EMPOWERS interventions are of high relevance to the national, district and the local communities level needs.

B.5 To what extent will the results and benefits continue after EMPOWERS involvement (EQ4)

Over a period of 4 years EMPOWERS has been trying to bring changes in the lives of a number of people related to water issues. These changes relate to knowledge, skills and understanding on how to approach and address problems in the community/society, more especially related to water; mentality, behaviour, attitude related to water issues; relationships and linkages between and among people at the community level, Governorate/ District level and national level; water infrastructure and distribution. We focus on the men and women who have intensively taken part

in the process of planning and joint action because here the results of EMPOWERS have been most obvious.⁸ They are:

- The men and women of the implementation team: the EMPOWERS core team (CARE staff and seconded staff of other Partners). In Jordan this team worked in close cooperation with staff of stakeholders as facilitators and participants of training, workshops and exchange through learning by doing.
- The more or less fixed group of representatives of government agencies, CBOs and end-users who have gone through the different steps of the PWPC/SDCA approach in the water stakeholders platforms.

From its beginning the project addressed the issue of sustainability by:

- Using an inclusive and participatory approach to develop and test a methodology to enhance local water resource planning and management
- Choosing Partners and contracted partners strategically, while complementing competences
- Choosing strategically different stakeholders to become involved in implementation
- Establishing Governorate/District and National Steering committees with strategically selected staff of government agencies and CSOs (policy makers, decision makers)
- Creating linkages between the established platforms at different levels and between stakeholders
- Halfway the project starting discussions about “EMPOWERS future” as a platform to promote participatory planning methodologies tested under the EMPOWERS project

The evaluation team assessed the sustainability of the changes sought for by EMPOWERS at the community, Governorate/District level and National level. The sustainability of the EMPOWERS Partnership is also assessed.

Major findings related to sustainability

In assessing sustainability at the community level the Evaluation team tried to answer the questions ‘to what extent will the community continue to take responsibility to address water related issues and how will this be institutionalised? Will the water committees/groups remain functioning as an independent unit? Will the committees become or remain part of the CBO? Will the CBO take full responsibility?’ In the table in Annex 7 the reader can find the indicators used for the assessment. Since the three countries differ in their institutional set-up the question is answered for each country separately. Summarising, for Egypt and Palestine the potential for sustainability is there, for Jordan the team is not fully convinced.

In **Palestine** Village Councils are in place which are responsible for service provision related to water. The members of the Councils appeared clearly motivated to take full responsibility convinced as they were about the thorough way of identifying problems and projects and the

⁸ There is an unknown number of men and women who (may) have benefited from the process and the products of the Project. They are the colleagues and other staff of the government agencies, CBOs, and Partners involved in the Project; the end-users being target group of concrete pilot projects; the wider public who have been using the deliverables of the Project, such as website, brochures, guidelines, conference papers, and so on. The team has included some comments about this category of people under E.Q. 1 (Result D and E) and 2.

participatory nature of the PWPC approach. The vision they had formulated guides them in their actions. The Councils had established closer ties with the municipality during the EMPOWERS process. Two Councils (Qabatya and Meithaloun) had integrated water in their Strategic Plans which were developed using the EMPOWERS approach. The staff of Qabatya's Water Department is fully convinced of the usefulness of the participatory approach and applies it in their work. A weaker point though is the dependency on available funds for project implementation to be provided by government or donors. The Councils are elected bodies, which imply that they are accountable to their constituency. Quota exists to ensure women's participation in the Council. It can be expected that women's voices continue to be heard when it comes to discussion and decision making on water-related issues because women's groups have been involved in the EMPOWERS process and the women participating showed considerable interest and concern towards addressing water problems.

In each community in Egypt a farmers group and a women group composed of volunteers worked together with the CDA during the project. To date, the CDAs in all five villages have taken the responsibility to address water issues, which was a new issue to them. Here too, the vision formulated by the community guides them in their actions. It means that they mobilise women groups to create awareness about water related issues, they work as an intermediate to approach government officials in case of problems, they implement projects with existing capital (Revolving Fund) and look for funding for new projects, building on linkages established through the PWPC/SDCA approach. Clear evidence of their willingness is that they used the approach, more specifically the problem tree analysis and scenario/strategy development to address other issues, such as education and environment. The women, at least those of the women groups, expressed clearly their interest in working together for development of the community. One of the most important outcomes of the EMPOWERS process to them was the creation of a group collectively addressing issues, which was a new phenomenon in the communities.

In **Jordan** the water committees worked under the umbrella of registered cooperatives, societies or clubs. The sustainability issue here is, will the umbrella organisation continue to address water issues in a participatory way with a focus on the vulnerable groups. It requires a change in their objectives and mandate, which needs approval of the JCC or MSD. Such approval also includes the commitment of the JCC or MSD to monitor. At present, the JCC/MSD regulations do not include a statement that enforces CBOs to work on water resource management and to form a committee responsible to address the issue and represent the CBO in this area.

The evaluation team sees evidence that in four out of the five communities the committees through their Society/Club will sustain their efforts to address water-related issues while targeting the poorer sections. This is so due to the fact that through EMPOWER interventions, the umbrella organisations have added in their mandates and objectives to address WRM issues before signing the agreements with the CBOs. By adding WRM issues in their objectives and mandate they are committed to monitor and support the initiated activities. Furthermore they have opened an opportunity to demand future funding from the center to sustain and initiate. Furthermore the capacity, which is built to government official, CBOs and local committees will enable to manage and sustain the project activities.

The evaluation team has also noticed two issues that complicated sustainability: the limited amount of the Revolving Funds available for pilot projects (through EMPOWERS and other

donors) and the existing kinship structure in the communities. If the Funds are used properly they could contribute to more sustainability while serving a larger number of community members. Grants mechanism to the poor was used with the condition of community contribution reaching 20% of the total cost (in cistern and metallic reservoirs). The evaluation team wishes to express its concern about the issuing of the funds for the RF towards the end of the project when there is no guarantee that the funds will be used for water-related issues for the poorer sections. In one community, for instance, the funds have been released without submitting a list of applicants and criteria for beneficiary selection. The number of applicants appeared to be very low.

In assessing *sustainability at the Governorate/District level* the evaluation team attempted to answer the questions 'To what extent will the agencies involved adopt and/or continue to use the EMPOWERS participatory philosophy and tools to plan and manage local water resources more effectively? To what extent will the established contacts with the local level (vertical linkages) and other agencies at governorate/district level (horizontal level) last and even be strengthened?' The indicators used can also be found in the table in the Annex 7.

At present one cannot state that the EMPOWERS is in any way institutionalised in government agencies at this governorate/district level. The first steps have been made: at the governorates/district in the three countries visions have been formulated, strategies developed of which the one in Jordan is put into action, various staff of government agencies are closely positioned to decision making levels (mostly members of the platforms) are supportive to the EMPOWERS approach. Unfortunately, the frequent turnover of the officials due to resigning or transfer is a serious setback as experienced for example in Egypt. Most importantly, a cadre of staff of various stakeholders skilled due to EMPOWERS capacity building is motivated to spread the approach in their organisation (in Egypt and Palestine about 6 people, in Jordan 7 men and 3 women). This cadre can exploit the informal linkages between the staff of different institutions that have been established through the joint activities and cooperation during the project. On the civil society side, the FEPE and CEOSS in Egypt, Zein AlSharaf in Jordan and PHG in Palestine and the Potable Water Company (private sector) are now acting as an incubator of the EMPOWERS approach. The project has targeted the right agencies/ positions for this "incubation"

There are a few examples of governorate /district agencies which show potential towards the first rays of sustainability.

EMPOWERS has paid attention to influence policy at the national level in the three countries as has been set out under Result E. It is however too early to judge the spin-off of these efforts.

Sustainability is a complex process, which is influenced by a number of factors, both contextual and related to the characteristics of each institution and community. Through the Force field Analysis the evaluation team has gained some insight in the factors, which are thought important in this respect. These factors are included in the table in the Annex 9.

Concerning the *Sustainability of the Partnership at the national and regional level* the potential is there. The creation of the EMPOWERS Thematic Group is a notable effort. INWRDAM will be hosting the ETG and will continue to provide a regional capacity for promoting the EMPOWERS approaches. As described under E.Q.5 some Partners have taken steps to sustain the EMPOWERS approach individually or bilaterally. Through the effective dissemination of the project results and

lessons learned, Empowers has provided practical examples for implementation thus ensuring the sustainability of the project beyond those countries and organisations directly involved in the project.

B.6 To what extent have partnerships and/or linkages between institutions and organisations been encouraged and supported? (EQ5)

This part deals with the linkage of government agencies and civil society organisations through EMPOWERS, it also assesses the linkages among the seven partners in the EMPOWERS partnership.

Linkage of government agencies and civil society organisations through EMPOWERS

EMPOWERS' intervention has focused on water governance at the district, local community and end-users level. EMPOWERS also tried to ensure the relevance of local IWRM activities to national policy formulation processes. How has the vertical and horizontal interaction of different planning levels worked out in practice? What is the integration of village level planning into the governorate/district level planning? Do community plans form part of the broader governorate strategy?

The focus here is on institutional analysis which is concerned with the evaluation of the role of government agencies and civil society organisations in EMPOWERS. More specifically, it takes a closer look at the role of the project in enabling these agencies and CSOs to better manage water resource problems in their target areas and the extent of their adoption of participatory approach in doing that. There are at least four types of stakeholder's institutional and organisational linkages concerning participation that can be identified: government agency to government agency, government agencies to public, public to government agencies and public to public. These four types clearly assume to vertical forms of interactions i.e. government agencies to public and public to government agencies; and horizontal forms i.e. government agencies to government agencies and public to public. Within each of these types several dimensions of stakeholders' participation can be distinguished: information flow, coordination, rules and regulations, planning and decision-making. It ought to be clear at the outset that any form of relationship is a power relationship, and that no assumption is made about equality in the distribution of power in this analysis. The table below sums up the conclusions drawn from the several interviews held with government officials, members of CBOs and communities concerning forms of horizontal interactions between the types and dimensions of participation in EMPOWERS project in the three countries. For our analytical purposes the evaluation team isolates the analysis of vertical relationships from that of horizontal ones. In reality, however, they cut across one another in more than one way and, therefore, the picture is much more complicated.

Table: Forms of Vertical and Horizontal interactions between Stakeholders in EMPOWERS in the three Countries (Egypt, Jordan and Palestine)

Country	Dimensions	Information Flow	Coordination	Rules and Regulation (Internalization)	Planning	Decision Making

	Types					
Egypt	Government agencies to government agencies	Yes	Yes	No	No	No
	Government agencies to communities/ CBOs	Yes	Yes	Yes	No	No
	Communities/ CBOs to Government agencies	Yes	No	No	No	No
	Communities/ CBOs to Communities/ CBOs	Yes	Yes	Yes, but only informal	Yes	Yes
Jordan	Government agencies to Government agencies	Yes	Yes	No	Yes	No
	Government agencies to Communities/ CBOs	Yes	Yes	Yes	Yes	No
	Communities/ CBOs to Government agencies	Yes	Yes	No	Yes	No
	Communities/ CBOs to communities/ CBOs	Yes	Yes	Yes, but only informal	Yes	Yes
Palestine	Government agencies to Government agencies	Yes	Yes	No	Yes	Yes
	Government agencies to communities/ CBOs	Yes	Yes	No	No	No
	Communities/ CBOs to Government agencies	Yes	Yes	No	No	No
	Communities/ CBOs to Communities/ CBOs	Yes	Yes	Yes	Yes	Yes

Findings

With regard to **Egypt**, the team first makes some general observations, which are believed to have considerable bearings on the performance of those stakeholders within the project context. These have to do with two concepts of core importance to the project: participation and decentralization. Concerning participation, it is clear that there is a high degree of inconsistency of understanding of the concept of participation among the various governmental stakeholders. For some, it means listening to farmers and taking their complaints into account, for others it means taking part in planning and decision making at a given level but not the other levels, for a third party it means carrying the financial burden of operation and maintenance of irrigation canals without taking part in the process of decision making, for again others it means coordination with other agencies and informing them about intended operations such as the timing of winter closure, and so on. Decentralization in the water sector is not about water; it is about power relationships and authority. Thinking in terms of vertical relationships within MWRI, e.g. district, governorate, and national/central levels, there are evidences that EMPOWERS has brought about certain changes by giving the opportunity to intermediate level functionaries to make decisions. For example, the irrigation district engineer of Ilnasia is now making decisions, which led to solving about 75% of the irrigation problems at the district without referring to higher administrative levels, as was the case before. However, the relationship between the national and the regional and governorate level is still highly centralized. The National level is yet to give the green light for action at both governorate and district levels. In an interview with a central MWRI official, the interviewee alluded to considerable worrisome and resistance to the idea of decentralization on the part of intermediate functionaries who are wondering about their future role under these potential changes. The interviewee further stressed the need for further training to institutionalize participatory practices at all levels within MWRI. There is still another problem lingering with the issue of decentralization which is not without its implications for EMPOWERS. The extent of decentralization among the various official stakeholders involved in EMPOWERS is characterized by a high degree of unevenness. While the Potable Water and Sanitation Company is now fully decentralized, both the MWRI and MOALR are still highly centralized. While Egypt's uniqueness as one river country will always impose certain degree of centralization, the unevenness will have implications for the relative autonomy in decision making processes and thus variability in their promptness and timeliness. Given this situation, the ability of the various official stakeholders to operate in a synchronized manner is impaired at the governorate and district levels.

Despite these problems, it must be said that it is to the credit of EMPOWERS to have attempted to deepen the concept of participation at MWRI. It is not expected, and should not be expected, from a four year project with a relatively limited budget to radically undermine the long standing tradition of more than a century and a half of centralized administration of water related issues in Egypt. Furthermore, EMPOWERS has succeeded in building the capacity of a number of government officials and CDAs in participatory approaches, initiating communication between government officials in different institutions and local communities and establishing a dialogue among them, taking into account marginalized groups as well as implanting the seeds of a participatory culture at both ends.

In **Jordan**, MWI existence dates back to 1992. Prior to its existence there were an authority for potable water and the other was the Jordan Valley Authority each with autonomous status. This means that there has not been a long-standing tradition of centralization that had stiffened over time and thus became resistant to change. This in turn gave MWI enough flexibility to make the necessary adjustments required to move from centralized to decentralized water management. On the other hand, the relative newness of the MWI as an institution may also mean that there is a lack of capacities and experience in integrated water management especially when it comes to participatory management. Given Jordan's water policy with its recent orientation towards IWRM, which is by nature participatory building, such capacities become imperative.

This trend of decentralization was further enforced by the recent shift from considering the governorates as administrative entities to developmental bodies that are responsible for planning for local development within their jurisdictions and for developing their own strategies. With EMPOWERS pitching in with its methodology, it had certainly helped in both building the required capacities in participatory water management. This resulted in the formulation of a participatory water strategy for the Governorate of Balqa in which local CBOs and the various governmental stakeholders (Executive Council of Balqa governorate) had a say. Furthermore, despite the modest occupational ranks of the members of the NSC, its members had direct open channels to the higher ranks of their respective ministries.

In **Palestine**, the situation is radically different as there is government(s) with no state and the issue of sovereignty is much in question. Furthermore, political participation in the broad sense of the word is common daily practice. These structural parameters sets the limits for vertical interaction as the lack of sovereignty means that the local people consider both the governorate and central government levels as "postman" carrying the message to the Israeli authorities which practise full control over decisions related to water. These conditions, however, meant that the local communities had to pass information concerning water issues to the governorate water authorities and in turn to the central government(s) for the latter to be able to deal with the Israeli authorities, and thus a certain degree of vertical coordination had to prevail. The EMPOWERS approach has helped institutions at governorate and national level to improve solutions but it has been most effective on supporting institutional and organisational linkages at the local level.

EMPOWERS Partnership

EMPOWERS not only encouraged and strengthened linkages between and among agencies and communities, but it also did so between partners. It is this relationship, which we address here.

Background

In 2002 a group of organisations came together to answer to the EU Call for Proposals. The organisations who finally became part of the Consortium after what was called by one interviewee, "a complicated game to get organisations to join while fighting with deadlines" were: CARE International as the leader or Applicant, and four partners: International Water and Sanitation Centre, (IRC), Netherlands, Inter Islamic Network on Water Resources Development and Management (INWRDAM), Jordan, Development Research and Technological Planning Centre (DRTPC), Egypt, Union of Agricultural Work Committees (UAWC), West Bank and Gaza. Within the CARE International federation, CARE UK served as contract holder with the EC for this project. A consortium of CARE members operating in the Middle East through the MERMU

regional office and through CARE Country Offices in Jordan, Egypt and Palestine. In addition, CARE Nederland, another CARE International member, contributed a financial contribution for match funding for the Regional Coordinator costs through its relationship with Dutch organization, PSO.

The proposal included specified roles and responsibilities for each of the institutions/donors involved in accordance with the skills, expertise and geographic presence of each partner. After the approval by the EU CARE signed a Memorandum of Understanding with each partner serving as the basis for secondment of staff, implementation of activities, participation in key events and meetings, and the management oversight required for a successful project. The partners did not only commit themselves towards joint responsibility for achieving the objectives and results of EMPOWERS; they also wished to strengthen the relationships between them in the form of a partnership. This was given shape through:

- The partner meetings at regional level in the Partnership Management Group (PMG) in which all partners were represented guided by the principle of equality. See sub-chapter on E.Q. 6 about the functioning of the PMG as the main decision making body.
- The partner meetings at the country level where the partners of a specific country came together – see also sub-chapter on E.Q 6.
- The involvement of the partners in project activities such as workshops, conferences, training, exchange visits, and so on (see under Result D and E)

More partners came on board during the project to strengthen the partnership in terms of expertise and experiences. Of special importance were skills and capacities to facilitate participatory approaches and credibility among both government agencies and local communities:

- Palestine Hydrological Group (PHG) West Bank, October 2003.
- Department of Land & Water of the Ministry of Agriculture, Jordan, April 2004.
- National Water Research Center (NWRC) of the Ministry of Water Resources and Irrigation (MWRI), Egypt, 2004 on part-time basis
- Egyptian Water Partnership (EWP), full Partner in April 2005 upon its registration as an NGO, but involved since 2004 on “part-time basis”
- The Center for Environment and Development for the Arab Region and Europe (CEDARE) came formally on board at the end of the project, replacing the CARE Egypt CC.
- Zein Al-Sharaf Institute for Development (ZENID), Jordan,
- Coptic Evangelic Organization for Social Services (CEOSS), Egypt, end of 2005

In 2005 discussions started how to sustain the approaches developed through the Partnership. Different options have been explored which eventually resulted in the ETG.

Findings

The Evaluation team understands partnership to mean: the relationship of different actors (Partners), which interact at different moments and at different platforms as formalised in responsibilities and procedures of working. The aim of the EMPOWERS Partnership is to assist in ensuring proper and efficient management of the project in recognition of the different roles and responsibilities of each partner. Another aim, which became more prominent over the years is the strengthening of the relationships between the Partners in terms of a shared mission and commitment to further sustain the EMPOWERS approach. Such a partnership needs to be guided

by principles such as shared vision, trust, equality of relationships, committed participation, accountability, respect for autonomy and diversity, agreed ways of resolving conflicts of interests, to mention some important elements.

At the regional level the two regional Partners INWRDAM and IRC complemented each other and worked together to facilitate and achieve the main objectives of the project.

INWRDAM has maintained the project website for information exchange on local IWRM; consolidated the EMPOWERS process documentation and other outputs; networking; building a data-base on service providers, clients, institutions, projects, etc in the MEDA region; collected literature on public participation in local water management in the Arab/MENA region, facilitated regional Cross-Visits and enabled the exchange of the EMPOWERS experiences with the wider public and strengthened and build strategic alignments/alliances with other water networks and institutions working in the MEDA region. Through its network, and by organising and partially sponsoring 5 regional training workshops INWRDAM was central in disseminating and introducing the EMPOWERS participatory methodology to senior government staff in several of INWRDAM's OIC member states i.e Yemen, Oman, Syria, Lebanon, Tunisia, Turkey, Pakistan in addition to the EMPOWERS countries.

All the above mentioned activities were strengthened and complemented with IRC experience and expertise in information dissemination and use of media, and in training experience of water resource management.

At the country level the Evaluation Team observed differences in the way partnership was given shape. In **Palestine** we see a high level of commitment and involvement of the three Partners: a three-parties agreement with jointly agreed upon annual work plans, secondment of staff of all Partners to the implementing team, the integration of the EMPOWERS approach in the way of working of at least one Partner and the willingness to make adjustments in another Partner, the membership of one Partner in the Ex-Com. The Partners already had working relations before EMPOWERS was launched. The Partners feel that they played an equal role in decision-making and that the Partners complemented each other in terms of their expertise and experience.

In **Egypt** the involvement of the five Partners in the Partnerships (CARE Egypt, DRTPC, NWRC, EWP, and CEOSS) varied between secondment of staff to the implementing teams (three Partners), technical assistance (one Partner), contribution to workshops (two Partners). Their roles and responsibilities are formalised in a MoU between CARE and each Partner.

The Partners interacted through meetings, e-mail and telephone and met in workshops. They physically interacted in so-called Partner meetings and in the National Steering Committee. The Partners involved felt that they benefited in various ways from their involvement in the Partnership which resulted in willingness or even concrete steps to use (some elements of) EMPOWERS approach in their work. For the future, bilateral partnerships are in the pipeline. The perceptions were: the cooperation between the Partners was good; everybody attended meetings and workshops; the Partners were well-informed through their regular communication channels; the Partners shared an understanding about what EMPOWERS stood for; it was felt important that efforts were made to create a common language among the Partners which come from different backgrounds.

In **Jordan** the two Partners have different responsibilities. The MOA was responsible for the technical advice for the implementation of the project, taking part in the implementation of the project's activities in Balqa Governorate through its field directorates. It assists in setting up a sustainable information system for the integrated water resources management at the local level through the implementation of the project. The other Partner, ZENID was responsible for capacity and for Institutional hosting at two levels namely at policy and planning level in the country's water sector (Government Institutions), and at the intermediary facilitation level needed to bring together governmental priorities and end-users concerns.

The partners interacted through quarterly meetings at the directors level, they organised workshops, meetings, joint events. Furthermore they participated in the NSC meetings, Excom and PMG

Conclusion

Based on the above, it appears to be a fair assessment to argue that EMPOWERS has reinforced participation at the local to local level in Palestine and Egypt and to a lesser extent at the government agency to government agency level. In Palestine and Egypt vertical participation (government agencies to communities/CBOs and visa versa) has remained aloof despite the structurally different determinants in both countries. By comparison, it appears that the government agency and organisational (both vertical and horizontal) have received most enforcement as a result of EMPOWERS intervention in Jordan.

Regarding Partnership the evaluation team concludes that:

- The Partnership of Palestinian, Egyptian and Jordanian Partners functioned well in terms of their interaction and the balance of capacities and contributions. Contrary to the agreements as stated in the MoU the Egyptian Partners interacted in a less formal way but according to the Partners it was effective to perform their roles and responsibilities.
- The composition of the Palestinian, Egyptian and Jordanian Partnership seems balanced: the different Partners complement each other in terms of capacities and experiences.
- The reason to become a partner of the EMPOWERS Partnership varied among the Partners which is to some degree reflected in the way each Partner looks at its involvement in the ETG or in its interest in using (elements of) the EMPOWERS approach in the own way of working. Most of the Partners indicated such interest within the mandate or scope of their organisation. The conclusion seems correct that the relationships created through the Partnership are seen as worthwhile: at least some bilateral cooperation in projects is in the pipeline and some Partners have become member of national or regional networks/partnerships or indicated their interest in the ETG.
- The two regional partners have worked effectively and efficiently by complementing each other and supporting the national partners to achieve the overall objectives of the project. They were able to leverage impact quality and advocacy through their effective mechanisms.

B.7 Were management structures effective in responding to ongoing challenges and in promoting creativity and innovations? And: Were human and financial resources used appropriately and financial information accurately and adequately maintained? (EQ6&7)

The evaluation questions 6 and 7 attempt to assess the effectiveness of the management structure, the functioning of the Executive committee (Ex.com), the project Management Group (PMG), the National Steering Committee (NSC), the Programme Implementing Group (PIG) and their relationships to attain the project objectives. It also seeks to address the adequacy of the technical assistance and the appropriateness of the usage of human and financial resources. The information is collected through interviews and the minutes of the meetings. The assessment was made against the role (Terms of Reference) of the different entities as described in project proposal.

Background

The management structure of EMPOWERS fulfils different aspects of project planning, implementation and decision-making. Such modalities are often important determinants of the extent to which a project succeeds in achieving its objectives.

EMPOWERS is a regional project and its overall management is trusted to a Partner Management Group (PMG) and Executive Committee (Ex-Com). The role of the PMG is to provide general oversight of the project, and to ensure a synergetic implementation of project activities. It is also a planning body specifically designed to deal with programme quality and strategy issues. The PMG consists of representatives of all the 14 partner organisations.

The PMG has delegated its authority to the Ex-Com to decide on operational issues. It has seven members and is composed of representatives of the partnerships in each country, of IRC and CARE -UK. The Ex-Com convenes on a monthly basis through conference calls. A water management sector specialist of CARE International chairs both the PMG and Ex-Com.

Implementation of the project is undertaken through three CARE country offices namely CARE West Bank Gaza, CARE Jordan and CARE Egypt. The CARE Regional Management Unit (MERMU), based in Cairo undertakes responsibility for coordination between CARE Country Offices and supervises the EMPOWERS Regional Coordinator and the CARE Country Directors in Egypt, West Bank and Gaza, and Jordan programmes.

Day to day responsibility for implementation of the project is entrusted to the Regional Coordinator (RC) based in the CARE WBG office of Ramallah in Palestine. The tasks of the RC are to give conceptual oversight, technical guidance and overall coordination of the EMPOWERS programme. In addition, he serves as secretary of both the Ex-Com and PMG.

In each country a National Steering Committee (NSC) had been established to provide guidance and support to project implementation, influence power structures through government representation, get government endorsement and contribute to the legitimacy of the country partnership.

Detailed planning and application of the project activities at the country level is performed by project Implementation Group (PIG). The PIG consists typically of one full-time 'country coordinator', two full-time 'field coordinators', as well as a full time process documenter. The staff of the PIG are seconded to work on the project by PIG organizations, but continue to be under the line management structures of their respective agencies. The PIG also functions as an informative body to both the national steering committees and the PMG. The PIG meets on needs basis.

Technical Support

In each of the three countries the EMPOWERS programme was implemented by the Country Partnerships, whereby IRC provided conceptual support and advice. More specifically IRC provided:

- technical support in activities related to water audits, water resource dossiers and scenario building, as well as practical capacity building in these subjects
- support to the documentation of the Empowers process;
- access to IRC knowledge resources in terms of IWRM; and
- in general terms, guidance to the practical translation of overall project design concepts.

The role of IRC at the country level was implemented by country visits and by distance-support to solve questions or problems encountered during implementation.

The project profited also from the institutional backing and knowledge from experience of CARE's PRA and RBA approaches and from the experience of the RC in the subject.

Main findings on EQ 6 and 7

The evaluation team found that the Executive Committee met according to plan once a month, virtually, by telephone. Every month different issues on which the Regional Coordinator sought advice were dealt with. The minutes have been documented properly and sent out and even posted on the server so that everybody could see what had been discussed. The evaluation team feels that this system was working efficiently and reasonably well. There was transparency of the issues discussed, agenda issues for discussion were collected by the RC and shared widely.

The PMG provided a good platform and brought together the country partnerships and the two regional partners the IRC and the INWRDAM, (the Jordan-based agency responsible for the Regional Information Program. The PMG meetings helped partners to understand the position and progress reached by the different country projects and the required technical backstopping was designed that enabled the country and regional level programmes to move forward.

The agenda items of the meetings show that issues discussed in these meetings were passed to the Ex-Com and in turn the PMG members were informed about decisions taken in the Ex-Com.

The interviews revealed the following concerns about the PMG meetings:

- Concerns about CARE taking unilateral decisions in relation to contract budget and contract extension decisions and feeling that some issues that needed decisions were pushed from the agenda.
- Concerns about the 7% overhead costs that were not shared equally among the Partners, but were mostly taken by CARE.

CARE UK's position regarding the two concerns is that as the contract holder it is ultimately responsible for the project as well as financially liable. Other partners do not have these

obligations and are therefore less restricted in their decision-making, especially on administrative issues. Furthermore the project relies heavily on the use of CARE (and particularly CARE UK's) infrastructure and human resources, which from its point of view entitles CARE UK to a larger share of the administrative costs.

Differences have been found between the NSCs in the three countries.

The role of NSC in **Jordan** was to:

- Give guidance and supervision to project activities
- Provide required resources to facilitate project progress
- Monitor the achievement and progress of project objectives
- Provide technical assistance and guidance to the project team
- Establish an efficient network for project implementation
- Set an efficient system for knowledge exposure and transfer

The members of the NSC are heads of Divisions in their Ministries with the exception of the MOA, which was represented by the Director of Land & Irrigation Directorate. One member was a former minister for the MOA and currently a member at the Parliament. Most of the NSC efforts were directed towards the community level.

The evaluation team did not receive any written Terms of Reference of the NSC of **Palestine**. Through interviews held by the evaluation team it was learned that the Steering Committee's role was to be actively involved in policy work, planning and approval of the action plans. The NSC consisted of representatives of Partners (CARE, PHG, UAWC) and representatives of the Ministry of Agriculture, Ministry of Local Government, the Environment Authority, Palestinian Water Authority, and Palestinian Agriculture Committees. Despite the limited number of meetings, the interview revealed that the NSC fulfilled its role in planning and approving EMPOWERS actions, facilitated the involvement of different stakeholders in governorate level and also participated in sub-regional activities.

The role of the NSC of **Egypt** was:

- Monitoring and evaluating the project strategic direction
- Suggest mechanisms to facilitate project implementation
- Monitor progress and provide support to facilitated implementation problems
- Communicating and linking the project results and achievements with other national and regional initiatives

The NSC was composed of civil society players, key personnel from the MWRI, representatives from the development sector (CEOSS) and CARE Netherlands.

The NSC met four out of the six planned meetings. Minutes of meetings were produced and from the agenda we can learn that the NSC members reviewed progress, approved plans, and provided guidance to project implementation. The members also discussed EMPOWERS future. From the list of participants we can see that the NSC meetings have also created a platform in which donors, governmental representatives from the directorate and local levels participated.

In general the NSC of all the three countries in one way or another have performed their role in reviewing progress, approving plans and providing guidance to project implementation.

The composition of the NSC differed and not all members of the NSC have been in a high position to influence policy. The evaluation team, however, feels that the role of the NSC to influence power structures through government representation, to get government endorsement and contribute to the legitimacy of the country partnership was too ambitious. .

Quality of **technical backstopping / coaching** and performance of **PIG**

Concerning the PIG the project suffered at the beginning from lack of skilled staff with regard to genuine participatory approaches and facilitation processes. Several trainings have been conducted on facilitation skills, participatory planning, stakeholder analysis and PRA. Support was given to the three country teams throughout the project period and the IRC and the RC have conducted a series of visits. The country teams have high regard for the technical support given by IRC and the RC. The interviews revealed also that the technical assistance provided at the beginning was at times considered to be complicated, unclear and it was too heavily based on learning by doing. The staff had difficulty to give follow up to the training and support because of the wide range of new tools and approaches that the project wanted to test. It was also not clear from the beginning which way to follow. Given the fact that the staff was not having the right background from the beginning this is to be expected.

Overall the interview indicated that the RC and IRC responded and provided the needed assistance. The regular interaction with country coordinators enabled the country teams to identify the needs and develop country initiatives to facilitate and expedite compliance with the EMPOWERS methodology. Furthermore, the constant flow of information between IRC and the RC enabled the project to keep abreast with developments and the status of progress in all aspects of implementation thereby contributing to the achievement of what was planned.

Through time the skills of the staff in the various areas of the EMPOWERS methodology have increased and proved to the evaluation team to be good. Their profiles vary, but they represent in general a mix of hard and soft skills in project implementation and research. The gender balance of the teams is good in Palestine and Jordan with a fifty/fifty split, but less so in Egypt, where there is currently only one female member. As regards the staff's workload the evaluators were informed through the interviews that they were overloaded with work. The teams performed a mix of roles: implementers, facilitators and motivators of the approach while at the same time learning how to apply it themselves. Skills on how to address gender issues were lacking. They furthermore suffered from having several bosses and unclear lines of management in that they were reporting to the RC on project implementation issues and also to the administrative/line management structure of their hiring organization.

The role of the **RC** was ambiguous. He had the day-to-day responsibility for implementation of the project, but he had only partial responsibility for the budget and limited responsibilities relating to match funding. He was supposed to be advisor and not line manager. In his advisory role, he was to make sure that the pace of activities was kept by the 3 national teams and fill in gaps with country teams when necessary and step back when the country partnerships are competent and capable of managing its activities. Another challenge for the regional coordinator was to be the advisor together with an institution that has the same role (IRC).

The RC was organisationally put under the responsibility of the MERMU regional management unit office in Cairo. He was however operating from Ramallah. He was employed from outside

and did not have a CARE background but he was supposed to follow up CARE procedures in the implementation of the project. He was to work with CARE country Directors which are accountable for all aspects of the project because EMPOWERS is part of the Country Office's overall budget and they have to follow certain rules and regulations.

This ambiguity of roles of the RC has led to lengthy discussions on several occasions. When methodologies were to be developed a lot of time was spent in fine-tuning and clarifying approaches and methodologies, when budgets were to be reallocated or where internal approval of budget revisions and request for a no-cost extension were sought. Long discussions were also held on issues of recruitment or replacement of country staff which claimed a lot of time at the expense of his task to provide quality support to the country teams (e.g. working papers, country reports)

MERMU Regional Management Unit: High level oversight and supervision was supposed to be given by MERMU to the country partnerships and the RC. MERMU initially underestimated the level of effort required for its role, but reallocated RMU staff time mid way through the project. This increased involvement of the MERMU Deputy Regional Director in the PMG and the ExCom. In addition support and greater oversight was provided from the RMU's Regional Finance Advisor for monitoring expenditures and matching funds.

Financial issues

Financial reporting proved a tough challenge for the project. Many factors contributed to this. The lack of familiarity of CARE's financial systems and procedures, changes in finance staffing at CARE during the project, and lack of clarity and timely reporting/ auditing of project expenditures from the various operating units at country and regional levels all contributed to some delays in financial reporting.

The budget has been revised and adjusted several times to respond to a number of important issues which had not been covered in the original budget e.g. stakeholder participation and training, but also to accommodate the revised roles of the different Partners. The process of revising EMPOWERS budget with the different Partners had been an arduous process. Getting the different Partners to agree on their revised roles and/or allocated budgets took a lot of discussion, time and concessions that were made on the part of some Partners.

The project burn rate during the first half of the project was much slower than expected due to longer than anticipated time for implementing the first circle of pilots. Most of the deliverables were planned for the latter part of the project, which explains the asymmetry in expenditure patterns over the life of the project. The project did not have an adequate budget and monitoring system in place for the matching funds at the beginning, but this was changed following the mid term internal audit.

After going through a process of problems of integrity of data, lack and confusion in relation to delivery of matching funds and under spending at the first half of the project, the project is now on budget. It is anticipated that remaining funds will be spent as projected in the final months of the project. The risk that was envisaged that match funding would be underestimated or not secured is resolved to date.

Conclusion

Taking into consideration the characteristics of the project and the fact that this was a new field for the relatively inexperienced Partners, the evaluators feel in spite of considerable difficulties, prominent throughout the project period the project has achieved its objectives and has been responding to ongoing challenges. The management model used by EMPOWERS having a PMG and its Exe.com which acted as a focal decision making group that advises and leads the partnership worked efficiently and reasonably well. Effective project management in addition to structured management approach requires also good interpersonal skills. Interpersonal and communication skills can spell the difference between success and failure of a project. Success depends upon the combined cooperation, commitment and action of people. The evaluation teams observed that, while there was commitment by individuals, active listening skills to really tune in to colleagues and cultivate productive relationships were missing.

In general the difficulties EMPOWERS has experienced in the area of management are probably the result of several factors including lack of skills, confused roles and responsibilities, underestimation of the level of efforts required to manage a regional programme, lack of familiarity with CARE financial system and procedures from the various operating units of country and regional level.

During the start-up, the project has suffered from a lack of skilled staff. In view of this the project consciously slowed down its implementation to allow key staff of partners and key stakeholders to develop the necessary time for better on-the-spot learning and internalization of quite a range of new skills. The project should be commended for this. Through the technical support provided by IRC, RC and CARE's experience in PRA and RBA approaches, the skills of the staff in the various areas of EMPOWERS methodology have increased in the course of the project.

Midway through the project considerable effort was given by CARE to clarify ambiguities, around the responsibilities and role of the RC. Plans to address the RCs inadequate orientation to CARE were adopted in 2005 along with revised job descriptions in consultation with CARE UK, MERMU and the ExCom

At the same time the initially underestimated level of effort required for MERMU's role, was addressed by reallocating RMU staff time mid way through the project with increased involvement of the MERMU Deputy Regional Director in the PMG and the ExCom and greater oversight and support from the RMU's Regional Finance Advisor for monitoring expenditures and matching funds.

B.8 What was learned from the EMPOWERS project that help scale-up / replicate the project? (EQ8)

This section deals with replicability/up scaling by identifying the lessons learned from EMPOWERS. It picks out the elements, strategies, and interventions, which can be replicated; it considers how impacts for this type of project can be maximized (what needs to be improved) in scaling up project activity. Furthermore, it considers where the potential exists for replication and

scaling-up, given the requisite conditions for success, as identified by this evaluation. It will also discuss the resource requirements for replication.

The evaluation team takes scaling-up/replicability to mean the actual or potential expanding of the project methodology and its implementation both vertically and horizontally; vertically, from the local, to the district, governorate and national levels; horizontally, across regions, different geographic, administrative, political and socio-economic entities.

It is now axiomatic that development projects or for that matter any project be it in engineering, economics, agriculture, or irrigation does not take place in a vacuum. Rather they take place within a specific social formation within certain historical context. Given that cardinal assumption, EMPOWERS potential scaling-up/replicating is thus no exception. Its potential scaling-up/replication must take into account the diverse socio- economic conditions of the given society, in general, and those related to water resources management in particular.

To start with **Egypt**, the Egyptian Nile and Delta must be seen as made of several eco-technological irrigation sub-systems each of which with its own infrastructural arrangements, social organisation of irrigation, and socio-economic power relationships. Fayoum, in lower Upper Egypt, is a special case where gravity irrigation is still at work is a unique system, the deep south or the sugar cane belt, is another, the new reclaimed land running parallel to the valley provides a third model, the rice belt in the north of the Delta might have other arrangements, the old reclaimed land of north west Delta offers another variation. Toshka, Sinai and the east Delta may well have their own specific modes, and of course the oasis of the western desert, where water rights and not land is the subject of market exchange has their uniqueness. These structural variations sets the limits for an automatic implementation of EMPOWERS methodology without seriously reconsidering it.

This diversity poses questions on the choice of EMPOWERS of several villages in one district, with more or less similar conditions, to implement the project. This is especially the case given that IMWR is implemented in five districts and that IIIMP has done the same in two other districts, and the Water Boards Project has been working in Fayoum for several years. EMPOWERS could have built itself on these other projects to improve economies of scale. Furthermore, the initial project proposal included working in the city of Ehnasia, the district capital. A year later, and after having attempted to work in the city, it was decided to drop it because of the complexity of the social structure and its relatively large population size. Thus the replicability on more complex forms of social organisation within the Egyptian context is yet to be verified.

On the positive side, looking at the five villages and the opportunities for up scaling/replicability it seems that EMPOWERS methodology has stood the test. Using this methodology, two CDAs have successfully applied it in the field of education and obtained L.E. 50,000 within the context of the Education Development Project funded by USAID. The villages of Al Bahsamon, Beni Hany, and Al-Mamaleek applied it to environmental issues and obtained a fund of L.E. 450,000.00 from GEF. Moreover, villagers are arguing that they are now using the problem tree to analyze their own personal problems in life.

Moreover, the Federation for the Environment Protection and Enhancement (FEPE), a regional CSO working in the governorate of Beni Suif who is a contractual partner to EMPOWERS is

currently shouldering the responsibility of up scaling the project's methodology in 19 CDAs with which it is working. Having built its capacity in providing training in accordance with its MoU with EMPOWERS, it is now providing training to these CDAs to implement the methodology in their local communities.

Official stakeholders, especially MWRI officials at the governorate level have already implemented certain tools of EMPOWERS methodology in their work. One official interviewee stated that they have used GIS in other districts of the governorate in irrigation water management.

Responding to a question concerning what would they have done had there been a second phase of EMPOWERS, the interviewee responses can be classified into four main domains of activities, namely, continue to work with the Governorate of Beni Suif, replicate the project in other governorates, replicate on a broader regional level by lobbying and advocating for the methodology. They further stressed the role of the EMPOWERS Technical Group (ETG) in that.

Despite being a small country in terms of land area, **Jordan** is a highly diverse country. Its topography contains, high lands in the north, low lands (Jordan Valley) to the North West, and arid lands to the east and south. Each of these areas has its own hydraulics and water problems. At the same time, whereas the country suffers from absolute water shortage, in some areas, water supply still exceeds the demand. In the light of the above said, it could be argued that EMPOWERS has certainly chosen to work in areas that do not suffer the most from water shortage. In dealing with up scaling a multi level distinction must be made between three different levels, local communities, governorate, and national level.

At the local communities level, there are strong signs that the communities involved in the project have been attempting to use EMPOWERS methodology to expand the horizon of its applicability and to generate funds for new projects. In Bayoudah, for example, the local CBO has already developed a proposal, which was submitted to HSBC (US 60,000.00) for gray water treatment and the rehabilitation of an old house in the village to house the CBO and thus save 800 JD a year, which is currently paid as rent. Furthermore, the CBO developed a proposal, which was submitted to CARE Jordan to build green houses to produce vegetables and act as produce supplier for the 15 grocery stores operating in the village. In addition, the CBO is considering the establishment of a public water harvesting pond with a storage capacity of 2500 CM to be used for irrigation purposes. In Subaihi, the CBO has used EMPOWERS methodology to develop a proposal to implement a women's rights awareness project which was approved for funding by Zenid with a total value of 20,000.00 JD over three years period. The CBO is also considering developing a proposal to initiate packaging of medical herbs at the household level thus anticipating creating income-generating activities for some women in the community. In Al Remaimeen, using the same methodology, a project is being developed to establish a local market to ease access to goods and services, which are now difficult to obtain because of the remoteness of the village for its residents.

At the governorate level, there is ample evidence of the process of up scaling/ replicability. The methodology has been already used to develop a proposal to establish an information management system for water issues to help avoid the existence of multiple sources of data on water with mostly contradictory figures on supply, demand, consumption and patterns of water

usage. In addition, Balqa governorate developed with the support of EMPOWERS its own water strategy up to the year 2020 through the participation of all concerned governmental stakeholders as well as local CBOs. This effort does not stand as evidence of up scaling only, rather it also stands as evidence of sustainability since indicates to the penetration of participatory culture into government institutions. All stakeholders and the Governorate Executive Council have by now approved this document. Furthermore, an advocacy plan was developed to advocate for the plan at the governorate and local communities level. The project of spring maintenance at the Ministry of Agriculture is another case in point for EMPOWERS up scaling/replicability at the governorate level.

At the national level there has been some advocacy for Al Balqa Governorate strategic water management plan through the NSC. However, the impact of such advocacy is not clear. The notion of participation of local communities come to the attention of the officials at the national level though it is far from being translated into institutionalized rules and regulations. It should not be expected by all means from a project with the size of EMPOWERS to do more than that as one NSC put it in an interview. Despite that, there are some indications of the responsiveness of the central administration and the legislative branch to enhance the potential replicability of EMPOWERS. This is reflected in the recent amendments of the laws and bye-laws governing the operation of CBOs in Jordan to avoid any possible miss match between the law and CBOs activities in Jordan. These amendments were recommended by the NSC. Such amendments certainly provide an opportunity to expand the horizon of potential up scaling of the project beyond anything that was possible before. In sum, the entire above stand as clear evidence to its potential sustainability and above all scaling-up/replicability.

In the **Palestine** the team could see good opportunities to scale-up the approach vertically and horizontally, since it has an active civil society, large numbers of CBOs and an active political environment. Various examples prove these opportunities. In Qabatia, for example, the municipality had used the approach to develop its strategic plan with the involvement of community groups in its development. The same holds for Maythaloun, where a strategic plan for the municipality has been developed through active participation of CBOs and community groups. Furthermore, farmers in Qabatia had established a cooperative society with 95 members. Its main goal is to serve the farmers. They want to adopt the approach to deal with other problems such as marketing. The society board stated that they come up with many ideas on how to tackle their issues in a participatory way and also how to utilize the linkages built with government officials (mainly in the Ministry of Agriculture). In addition, PHG, which is the biggest NGO in Palestine working in the water sector, had adopted the approach and based on the tools, developed its strategic plan for the coming 5 years, and UAWC also adopted the approach for its project in rural areas. Palestinian Agriculture Relief Committee (the largest NGO in Palestine working in Agriculture sector) shows an interest in adjusting its participatory approach and incorporate EMPOWERS which is felt more systematic, well structured, organized as well as simple. A consortium of four NGOs (PHG, PARC, UAWC and LRC) received a fund of 10 Million \$ from the Netherlands Representative Office to be invested in agriculture projects in many places. The implementation approach of the planned projects will be based on the EMPOWERS approach.

Regionally, the Arab Water Council may provide a viable platform for the up scaling of EMPOWERS. Looking from global perspective, other projects are now using EMPOWERS methodology and try to implement it in different social settings. For example, SWITCH, a project

focusing on city planning in 9 cities in different countries is adopting the same methodology. Another project is implementing the methodology in the field of rural water and sanitation in Ethiopia, and a third is dealing with technology transfer in water supply treatment in eight regions in Colombia.

What EMPOWERS has been partially trying to do is to bring about some organisational change to sustain innovations. There is evidence that the approach is being institutionalized in government agencies, especially at the central level in Jordan. At the district and governorate levels, there have been some efforts to apply the lessons learnt in sectors other than the water sector.

Through the effective dissemination of the project results and lessons learned, the project has provided practical examples for implementing thus ensuring the sustainability of the project beyond those countries and organisations directly involved in the project.

EMPOWERS approach is actually based on CARE's PRA and RBA approaches and was originally designed as a learning project for CARE in these aspects. It has evolved in a way that is now called the EMPOWERS approach. CARE already have the institutional backing and knowledge to pursue and continue EMPOWERS 'approach'; as it already part of the work done in many sectors and not just the Water sector

Financial requirements for replication

What are the resource requirements for replicating EMPOWERS? The RC has made a rough estimation based on what has been spent in the EMPOWERS projects, and he came to a cost for replication of 8.000 Euro per year per village. This figure was based on a set of assumptions about the minimum necessary size of the team needed to support a village. It also assumes that 30 villages are being dealt with in a group and an average population size of 4,000 in a village (quite typical for the region). This leads to a price of 2 euro/person per year – for a period of four years.

This figure while a reasonable cost in the MENA region, was considered by some interviewees to be high for poorer regions. This figure would indicate that EMPOWERS is easier to replicate in middle-income countries and not in poorer regions. Before coming to any firm conclusions on financial requirement for replicability more study is needed to substantiate the figures in different contexts.

But even when the approach would be feasible, the funds for doing this EMPOWERS-approach need to be made available. It should be noted that most of the local actors (communities, local government agencies) receive their development funding principally from their respective governments and from donors. Even with a lot of talking on decentralisation, government budgets are still located within the line-Ministries at the national level. Local people have not much to say on priority setting. Donor money (as it was also experienced by EMPOWERS) can change with policy change. The EC, who four years ago announced that it would continue its support to water issues, now no longer intends to continue its MEDA water programme. It has in the meantime decided to move towards a policy of budget support within its regional 'neighbourhood programme'.

Only when local actors can raise their own funds and do not depend neither on donor money nor on central government financing, can they be said to be truly in charge of their decisions. A key challenge for replicability remains: to have independently accessible sources of financing that are responsive to decentralised planning and decision making.

C. Overall Conclusions

Water is considered to be owned by the State and water management is vested in Government hands in all of the three countries in which EMPOWERS worked. Where powerful Government institutions in Egypt and Jordan (Ministries of Water and Irrigation) have full authority over the water sector, in Palestine control over water resources is firmly in the hands of Israel. In all three countries the persistence of centralized and top down management is compounded by lack of stakeholders' involvement and fragmentation of responsibilities among many players. Indeed, government staffs at the Governorate and District levels and end-users are usually confronted with top-down implementation decisions and instructions with little autonomy and poor planning. Moreover, the specific needs and rights of the poor (and women) are largely ignored. Although trends to adopt IWRM based planning are growing, there is limited capacity for facilitating stakeholders' interaction to implement the necessary policy shifts towards decentralization and enhanced local water management.

Against all the above critical challenges, EMPOWERS facilitated a complex process that involved different partners and stakeholders and was able to implement its planned activities, achieved its intended results, significantly improved local water governance and enabled communities to increase their control and ownership over the management of local water resources.

EMPOWERS tried to improve local level water governance in order to enable community control and ownership over the management of the local resources. By shifting the attention of IWRM to local level, the project has filled in an important and the most challenging gap that was so far not addressed by other organisations in the water sector. Most day-to-day decision rest at this local level. And decision at this level relate to the deeper political and societal foundations. Over the last decade, most debates within the water sector have been conducted in relation to broader concepts of IWRM. Discussions emphasized stakeholder and broad public participation in IWRM processes and subsidiarity (moving decisions to the lowest possible level) as basic principles. To be meaningful it is widely recognized that IWRM processes must relate to highly localized contexts in which virtually all water management ultimately occurs. Up to now existing approaches to IWRM have focused on large geographic units like river basins or major watersheds and higher level policy and planning.

The IWRM planning approach that EMPOWERS used differs to many other project cycle management in a) its assumption of the need (and provision) for stakeholder involvement at all phases; and b) in its explicit acknowledgment of uncertainty and future variability, which it addresses by incorporating scenario building into the steps of the cycle. The hybrid framework developed has the potential to be a powerful tool in guiding long term strategic decision making about water development at both local and intermediate level and can be used by other key organisation⁹ who are leading similar initiatives but who so far do not effectively address change and uncertainty well in their planning processes.

Through its effective dissemination of the project results and lessons learned, EMPOWERS has provided practical examples for implementation thus ensuring the sustainability of the project

⁹ See the toolbox developed by the Global Water Partnership

beyond those countries and organisations directly involved in the project. EMPOWER regional level tasks focused on regional networking and on sharing of valuable information and knowledge on local water resources management in the Mediterranean Region and the Middle East. For this purpose the project developed several educational and training materials. A website and database were developed and maintained on IWRM and SDCA approaches focusing on countries in the Mediterranean Region and the Middle East. National, regional and international forums were organised to build bridges, with other organizations and donors in order to share knowledge and information and build capacities on IWRM. Furthermore through the water partnerships and other networking programmes platforms were created to contribute to policy dialogues at national, regional and international levels.

Below the evaluation team presents the main Findings and conclusions of the project under each evaluation questions.

On E.Q 1 What progress was made towards the achievement of results?

On the progress made towards the achievement of the five expected results the team concludes that clear progress has been made towards the achievement of the indicators set by the EMPOWERS project (OVIs of the Log-frame 2006). Most activities have been implemented according to plan and the last deliverables are expected by the end of the project period.

A PWPC/SDCA approach is ready now to be used in government agencies and civil society organisations that are interested in participatory planning and managing local water resources. At the community and Governorate / district level, men, women, government officials involved in the PWPC/SDCA process clearly gained knowledge, understanding and skills and showed keen interests and willingness to apply them.

The different platforms created by the project have helped to break the barriers in communication between officials and community members, cleared misunderstandings, clarified government agency mandate and thus created effective linkages between officials and community members. At the community level men and women who have been directly involved in the project process show an increased awareness of their rights of access to water and their own and others responsibility to address water related problems. A significant change in mentality is seen in the willingness to address problems collectively and in an organised way.

Regionally the project has been very successful in its outreach strategy and it has effectively and widely disseminated its experience and outputs, nationally, regionally as well as internationally. A variety of channels were used for this: - portal website, cross visits, meetings, e-conferences, and strategic alliances.

All disseminated materials followed the EC visibility guidelines. The EU/MEDA water have been adequately represented on the EMPOWERS homepage, the logo appears on every EMPOWERS webpage and it is hyperlinked to the MEDA Water RMSU. However, it partly failed to make the EC contribution visible during the final forum in Amman, and two of the key EMPOWERS partners have forgotten to mention the EC as a main donor on their websites while presenting the project.

On E. Q. 2 To what extent did these results contribute to the purpose and overall objective of the project?

Based on the three Objectively Verifiable Indicators of the project which are:

- I. Significantly improved Government/end user dialogue,
- II. end-user management capacity increased,
- III. 30% of the members of the community water platforms representing the most vulnerable groups are actively involved in planning and decision making of the community's future, ensuring their greater shares in the benefit of IWRM activities.

For the first and second indicators it is concluded that by comparing the present situation with that at the start of the project when communication between end users and government officials was almost non-existing, there is certainly a significant improvement as cited in many examples in the different countries.

Comparing the present management capacity of CBOs or local water committees involved in EMPOWERS with that at the start of the project there is absolutely an increase in capacity. For the third indicator the project certainly made efforts to include vulnerable groups in the local water platforms, most significantly women. In the involved communities in Egypt the percentage has increased to 65% and 25% respectively in old and new communities. In Jordan comparable figures is 78% resp. 57% while in Palestine this is 70-80% resp. 20%.

Concerning the Overall Objective the evaluation team concludes that EMPOWERS certainly enhances long-term access and rights to water by vulnerable people through a process of participatory water governance in a very challenging context where participatory approaches are not widely practiced. The EMPOWERS methodological framework draws from several approaches employed by different organisations and brought them together to achieve better results.

EMPOWERS stands out also in building effective vertical relationships between the community level and the levels where planning and management of resources takes place. This building of relationships is more intense due to its truly participatory approach: different perceptions and views come to the fore through intensive joint discussions about problems and related factors. The change of mentality among a group of key officials shows the success of this approach. Such change at the side of the officials is one of the key factors of sustainability.

On E.Q.3 Has the project been responsive to the countries water resources management challenges, and priorities?

The Evaluation assessed the various ways and degrees of relevance of EMPOWERS response to the national policies and water management requirements at the national, governorate/district and local levels in the three countries. It used three performance judgement scores i.e. highly relevant, medium and poor. Overall the findings indicates the project intervention is in line with countries policies and relevant to the emerging challenges to water governance in three countries. In all the three countries responsibility for water related decision making is spread across different line departments and most water -related decisions are made without stakeholder participation or a meaningful consultative processes. There is lack of accountability and transparency and lack and poor access of reliable information. The project by focusing at higher stakeholder involvement

leads to improved use and management of water resources thus helping to overcome these challenges. The findings of each of the three countries indicate that in: -

In **Egypt**, the EMPOWERS interventions are highly relevant at the various levels in the country. The Evaluation team finds the EMPOWERS Project's objective and purpose fitting perfectly within the framework of the proposed policy changes of the Egyptian National Water Policy (NWRP), i.e. devolving its responsibilities and promoting the role of water users in the management of water. It could be stated that the EMPOWERS Project also satisfied the needs of community members in that it enhanced to a certain extent their participation in IWRM at the village level.

As regards **Jordan**, Interventions were highly relevant at the community and governorate levels and of medium relevance at the national level. In view of the challenges Jordan faces in the water sector on the short and long term the Project seems to be on line with the major parameters of Jordan water policy in at least two respects. On the one hand, the project seeks to strengthen the capacity of government institutions involved in water management, and on the other hand it aims at encouraging the participation of end users in the same domain.

As regards **Palestine**, EMPOWERS approach has helped institutions at local, governorate and national levels and has contributed to improve solutions within a very constraining context. Thus EMPOWERS interventions are of high relevance to the national, district and the local communities level needs.

On E.Q. 4 To what extent will the results and benefits continue after EMPOWERS involvement?

Sustainability depends on the extent to which the agencies involved will adopt and/or continue to use the EMPOWERS participatory philosophy and tools to plan and manage local water resources more effectively. It also depends on the extent to which the Partners will continue pursuing the EMPOWERS approach in the form of a partnership and/or individually or bilaterally. Furthermore the extent to which the project has effectively disseminated the project results and lessons has implications for sustainability. The team comes to the following conclusions:

At the community level the PWPC/SDCA approach will continue to be used to address water-related problems and even other concerns in the community. Moreover, the concrete projects will be completed and/or expanded in cases where:

- The CBO pursues the vision on water resources formulated during the PWPC/SDCA process
- The CBO has taken the responsibility to address water-related issues as part of its mandate

A committed cadre of male and female community members are motivated to work on these issues and involve other community members in the discussion about community concerns. This potential exists in all five communities in Egypt, all six communities in Palestine and four out of the seven communities in Jordan.

At the Governorate/District level the potential to sustain the results achieved exists in Jordan. The Strategic Plan developed by the Governorate of Balqa on water related issues is put in into action. In the two other countries the potential is limited. It can, however, not be expected that a change of policy and practice takes place in a short period of time through one or two staff members of a

government agency or CSO who have the knowledge and skills about the PWPC/SDCA approach and who believe in its benefits with the support of one or two officials at or closely to the decision makers. Much more has to be changed within the organisation (such as rules and regulation, skills of staff, integration in budgets and annual plans, decision making, changes at the cultural level of norms, beliefs, and the like). Such a change also needs a supportive environment.

A number of activities at the National level has been implemented, and although their effect could not yet be measured, EMPOWERS has created the potential for sustainability.

The involvement of Partners in regional activities organised by EMPOWERS and the membership of a number of Partners in the PMG has resulted in the commitment of a small group of Partners to create a new and broader partnership, the EMPOWERS Thematic Group (ETG). Since the ETG is still in its infancy stage the evaluation team thinks it is too early to judge its future prospects.

The EMPOWERS approach has potential to be sustained and perhaps spread through its Partners in view of

- the planned (bilateral) cooperation between various Partners at the end of the project;
- the serious efforts taken by a few Partners (PHG, CEOSS) and the intention of other Partners (NWRC, DRTPC, UAWC) to integrate or adopt (elements of) the EMPOWERS approach in its way of working, for instance by training staff, incorporation in its Strategic Plan, and the like;
- the position of the former RC of EMPOWERS in IUCN;
- IRC's application of the approach in other projects (SWITCH, RIPPLE).

Furthermore, there is potential sustainability of the EMPOWERS approach because the implementing staff in each of the countries have the capacities to apply the approach as well as the belief and obvious commitment to the approach. It will certainly have an impact in any future work they will take up.

Besides the above cited concrete examples of sustainability, the evaluation findings indicate that the ideas generated by EMPOWERS have also a big potential for wider application beyond those institutions and individuals who were involved in the project. The project has produced working papers, training materials and guidelines. These guidelines provide a practical and logical framework of activities based on the experience of the project. Following them and adapting to given contexts will lead to the development (and implementation) of integrated water development plans for towns, villages, district and governorates that were not part of the EMPOWERS project. The effective dissemination of the project results and lessons learned, has thus provided practical examples for implementation and ensured the sustainability of the project beyond those directly involved.

On E.Q 5 to what extent have partnerships and/or Linkages between institutions and organisations been encouraged and supported?

EMPOWERS intervention has focused on water governance at both local and district/governorate level. Furthermore the project tried also to ensure the relevance of local IWRM activities to national policy formulation. The evaluation assessed the role of the project in enabling different agencies and the CSO to better manage water resource problems in the target area and the extent of their adoption of participatory approaches in doing that. The vertical and horizontal interaction

was assessed in terms of information flow, coordination, rules and regulations, planning and decision making of the different planning levels. The findings of the assessment indicate that the linkages vertical/horizontal linkages at the different levels worked out differently in the three countries.

Based on analysis the evaluation team concludes that EMPOWERS has reinforced linkages at the local level in Palestine and Egypt and to a lesser extent among government institutions and organisations. In Egypt and Palestine vertical linkages, especially at the central level, and to a lesser extent at the governorate level, has remained aloof despite the structurally different determinants of the country. However, the success of the project to bring together government officials and end users to discuss common concerns related to water issues represents an unprecedented step forward in the history of the relationship between the government and the local communities for which the project must be commended. This is especially true in the case of Egypt. By comparison, it appears that the institutional and organisational linkages (both vertical and horizontal) have received most enforcement as a result of EMPOWERS intervention in Jordan and in Palestine. In Palestine the four ministries are now engaged in a new IUCN project that is using the EMPOWERS methodology.

EMPOWERS not only encouraged and strengthened linkages between and among directorate/district level and communities, but it also did so between partners. The assessment of the linkages between the partners indicates that Partnership in Palestine, Egypt and Jordan functioned well in terms of their interaction and the balance of capacities and contributions. Contrary to the agreements as stated in the MoU the Egyptian Partners interacted in a less formal way but according to the Partners it was effective to perform their roles and responsibilities. The composition of the Palestinian, Egyptian and Jordan Partnerships seem balanced: the different Partners complement each other in terms of capacities and experiences.

The reason to become a partner of the EMPOWERS Partnership varied among the Partners which is to some degree reflected in the way each Partner looks at its involvement in the ETG or in its interest in using (elements of) the EMPOWERS approach in the own way of working. Most of the Partners indicated such interest within the mandate or scope of their organisation. The conclusion seems correct that the relationships created through the Partnership are seen as worthwhile: at least some bilateral cooperation in projects is in the pipeline and some Partners have become member of national or regional networks/partnerships or indicated their interest in the ETG.

The two regional partners INWRDAM and IRC have complemented and assisted each other in the regional component of the project. IRC supported efficiently the regional information officer based in Amman and support to the regional dissemination process of insights and lessons learned. Furthermore it provided oversight, advice and support for training and for the dissemination and exchange of information throughout the project. INWRDAM maintained the project website, organised regional cross visits and strengthened and built strategic alliances with other water networks and institutions working in the MEDA region.

The two partners have signed an agreement to work together to consolidate and scale up the philosophy and approaches of the EMPOWERS project in the future.

On E.Q. 6 and 7. Were management structures effective in responding to ongoing challenges and in promoting creativity and innovations? (Evaluation question 6) and were human and financial resources used appropriately and financial information accurately and adequately maintained? (Evaluation question 7).

The evaluation assessed the effectiveness of the management structure, the functioning of the Ex.com, the PMG, NSC and the PIG and their relationships to attain the project objectives. It also assessed the adequacy of the technical assistance and the appropriateness of the financial resources.

The evaluation findings indicate that management has been a challenge throughout the projects lifetime. Despite this fact, the project has succeeded to implement all its planned activities and in achieving its objectives while keeping all the players on board. The project is now on budget and it is anticipated that remaining funds will be spent as projected in the final months of the project.

The management model used by EMPOWERS having a PMG and its Exe.com which acted as a focal decision making group that advises and leads the partnership worked efficiently and reasonably well. Effective project management requires a structured management approach coupled with good interpersonal skills. Interpersonal and communication skills can spell the difference between success or failure of a project. Success depends upon the combined cooperation, commitment and action of all those involved. The evaluation teams observed that, while there was commitment by individuals, active listening skills to really tune in to colleagues and cultivate productive relationships were missing.

In general EMPOWERS has experienced difficulties in several factors namely lack of interpersonal skills at different levels, ambiguities in the role of the RC, confused roles and responsibilities, underestimation of the level of efforts required to manage a regional programme.

Midway through the project considerable effort was given by CARE to clarify ambiguities, around the responsibilities and role of the RC with revised job descriptions. Where the revised job description was helpful to clarify the role of the RC it was never applied in practice because of several reasons. At the same time the initially underestimated level of effort required for MERMU's role, was addressed by reallocating RMU staff time mid way through the project with increased involvement of the MERMU Deputy Regional Director in the PMG and the ExCom and greater oversight and support from the RMU's Regional Finance Advisor for monitoring expenditures and matching funds.

Taking into consideration the characteristics of the project and the fact that this was a new field for the relatively inexperienced Partners, the evaluators feel in spite of considerable difficulties, prominent throughout the project period the project has achieved its objectives and has been responding to ongoing challenges. The project would have benefited more, saved time, energy and talent if it had thought of improving the entire "people" side of the project.

Technical backstopping of the project

Implementing the EMPOWERS strategy requires a complement of skills: genuine participatory approaches, stakeholder analysis, process facilitation, outreach, ability to analyze and understand civil society dynamics, communications, listening skills, in addition to technical excellence, country knowledge, and operational efficiency.

The project has suffered at the beginning from lack of skilled staff. In view of this the project consciously slowed down its implementation to allow key staff of partners and key stakeholders to develop the necessary time for better on the spot learning and internalization of quite a range of new skills. The project should be commended for slowing the pace of the implementation of the project. Through the technical support and coaching provided by RC and IRC the skills of the staff in the various areas of EMPOWERS methodology have increased in the course of the project and proved to the evaluation team to be good.

The RC and IRC have provided guidance to the practical translation of overall project design concept. Where the RC has been important to give guidance to the SDCA and facilitation processes, IRC has provided the technical support in activities related to water audits, water resource dossiers and scenario building, as well as practical capacity building in these subjects, especially in the start-up process of the project. In addition support was also provided to the documentation of the EMPOWERS process. All the three countries have high regard for the technical backstopping provided by IRC and the coaching, guidance and oversight of the RC. The evaluation team believes that both IR and RC has accelerated project readiness for project implementation, and improved project management and implementation capabilities.

E.Q. 8 What was learned from the EMPOWERS project that helps scale-up/replicate the project?

The evaluation assessed the scaling-up/replicability i.e. the actual or potential expanding of the project methodology and its implementation both vertically (from the local, to the district, governorate and national levels) and horizontally (across the regions, different geographic, administrative, political and socio-economic entities).

The evaluation identified several opportunities for replication. Based on the available evidence, it appears that to the date of this evaluation most of the scaling-up efforts have been taking place at the community level and on the part of CSOs, where both entities have developed proposals adopting EMPOWERS approach to be implemented in various sectors including, but not limited to, education, agriculture, environment, marketing as well as water. Furthermore, other CSOs have adopted the project's approach in other geographic areas. Institutional scaling-up of the project is most evident in Jordan both at the governmental and central level with lesser degrees of success in Egypt and Palestine respectively. Regional scaling-up remains a potential activity and is largely dependent on finding an institution to adopt it within activities and the availability of funds.

In addition to the replicability aspects mentioned based on the available evidence from the project, opportunities exist for replication, based on lessons learned from the project. These lessons provide a fertile ground for replicability of the methodology in similar contexts and could readily be used at similar sites on national, regional or global scale.

Developing an integrated local water development plan requires effective financing. According to a rough estimation by the RC the cost for replication of EMPOWERS comes to 8.000 Euro per year per village. This figure was arrived based on a set of assumptions about the minimum necessary size of the team needed to support a village and the number of villages (30) involved. Based on a population size of 4,000 in a village (quite typical for the region) this give 2 euro/person per year – for four years. This figure while a reasonable cost in the MENA region, it was considered by some interviewee to be high for poorer regions. This figure would indicate that EMPOWERS is easier to replicate in middle-income countries and not in poorer regions. Before coming to any firm

conclusions on financial requirement for replicability more study is needed to substantiate the figures in different contexts.

Most of the local actors receive their funding principally from their respective governments and from donor money. Local governments lack control over financial issues and remain tied to the center in sourcing financing for development projects. With a lot of talking on decentralization, government budgets are still located within the line Ministries at the national level and local people rarely have an opportunity to invoke the accountability of political establishments towards their needs. Donor money as experienced by EMPOWERS can change with policy change. The EC who four years ago announced that it will continue its support to water issues no longer intends to continue its MEDA water programme, having in the meantime decided to move towards a policy of budget support within its regional 'neighbourhood programme'. Only when local actors can raise their own funds and do not depend neither on donor money nor government financing can they be said to be truly in charge of their decisions. A key challenge for replicability remains: to have independently accessible sources of financing that are responsive to decentralised planning and decision making.

D. Lessons Learned/Recommendations

The Evaluation team found that the project is broadly on track when it comes to implementing its planned activities and all the intended result have been achieved. Based on this the evaluation team would like to offer some lessons learned and recommendations that can help future projects.

- The two main approaches of EMPOWERS, the Participatory Water Planning Cycle (PWPC) and Stakeholder Dialogue and Concerted Action (SDCA) strongly rely on adequate human, financial and time to be successful. It has taken nearly two years in EMPOWERS to develop the capacity to a point where the staff were competent and confident to apply the methodology. The existence of skills in genuine participatory approaches, stakeholder analysis and process facilitation skills are sine-qua-non for similar projects. Given the fact that these skills are not readily available in the region a properly budgeted comprehensive strategy for core skills development should be embedded in any similar project.
- Since good facilitators are key to the EMPOWERS process it is advised to ensure that they are outsiders to the process (to avoid a mixing of roles of technical expert, project implementer, donor or evaluator of project proposals).
- The project has succeeded to have a more or less mixed gender in the country teams. In (Palestine and Jordan with a fifty/fifty split, but less so in Egypt.) The evaluators recommended however, that more is needed to ensure that men and women at the different levels are being reached and their opinions and views are included on project matters.
- To ensure a proper balance between the 'processes of planning' through meetings, dialogues, etc. and the implementation of concrete projects showing results and benefits, pilot projects should be chosen that have immediate and visible results.
- To ensure funding after such a project of developing a methodology has ended. From both a human and a project perspective a project of this nature should have had a follow-up focusing on the implementation of the EMPOWERS approach for effective planning and management of water resource. It is recommended that a funding strategy be part and parcel in the design of the project design.
- The project adopted an approach based on action research that will develop and institutionalize the knowledge required to use its tools and methodologies effectively beyond the project time frame. The consolidation of the working papers, guidelines and training materials (its knowledge outputs) came at the end of the project. The testing phase for replication was possible only in the fourth year. The complexity of the whole process and the time required to implement the methodology properly without pushing its pace, demand longer period. A second phase would have been good to consolidate the learning from the Project. It is recommended that similar projects in the future with the same time span focus on the real essential activities and products that will set sufficient bases for further development and deepening after the first planning cycle. Once the

approach of the project has got buy-in, it would be easier to further strengthen the process by introducing other elements of the approach.

- EMPOWERS success strongly depends on the selection of stakeholders to become involved in the PWPC/SDCA process. Important criteria are interest, willingness, a (potential for a) learning organisational culture and organisational space innovation. It is recommended that such criteria be taken into consideration in future selections of stakeholders.
- To properly manage a regional programme as EMPOWERS the level of effort required for good coordination and trust building with the various partners should not be underestimated. It is recommended that similar projects should put adequate time and staff in place to the financial and administrative functions and staff issues.
- The management model used by EMPOWERS having a PMG and its Exe.com worked efficiently and reasonably well. However its function could be enhanced more if the right staffing skills were in place. Future projects that involve a consortium of partners should consider skills that relate more to negotiation abilities, relationship building, trust building and communication skills. These skills have to be developed, honed and added to on an on-going basis.
- The team considers the Process Documentation an important tool to track the changes at the individual and organisational level as resulting from the various activities. The in-depth information collected and analysed by the process document lists in a meticulous way is almost astonishing and they should be loudly applauded for their efforts. It resulted in clear though ad-hoc examples of changes brought about by the project in terms of behaviour and attitudes, concerted action, decision-making and empowerment. The EMPOWERS web site, among others, witnesses the outcomes of their work making them accessible to a wider audience. The team feels that the project could have benefited even more if
 - o Indicators would have been developed for each of the key issues to better understand and measure change of behaviour, empowerment, etc. as part of an analytical framework fitting the theory of change underlying the Process Documentation.
 - o A more systematic way of collecting and analysing data was used to understand how representative the changes and trends identified are.
 - o The information was tuned to the monitoring of the project in each country.
 - o The lessons learnt extracted while documenting the process were set up more systematically so to exploit them more effectively.
- An important element of the EMPOWERS approach is influencing national policy. It is advised to pay specific attention to building capacities of officials who can potentially play a role in this. These capacities should include among others analysis of factors that either contribute or inhibit the process of policy change and affect outcomes in unpredictable ways, dealing with resistance, defining key messages and focused strategies to change policy at decision making level.

- It is advised to make materials produced in a project like EMPOWERS as much as possible available in the language of the region, in this case Arabic, to ensure that the people involved from the local to the central level can access them.

- Institutionalising an approach, which is basically a change of mentality, is a long-term process, which needs concerted efforts over a long period of time. It goes beyond necessary changes in policies, rules and regulations and training of staff being a major effort in itself. Institutionalisation of participatory approaches, more specifically of vulnerable groups, boils down to changes in the organisational culture: its norm and values, and changes in beliefs and attitudes of staff. It is recommended that projects replicating the EMPOWERS approach include focused activities to address organisational change. Such activities should include training in organisational analysis, strategising for change and dealing with resistance/promoting willingness to change.

List of Annexes

- Annex 1 Terms of Reference
- Annex 2 Evaluation work plan
- Annex 3 List of documents reviewed
- Annex 4 List of interviews
- Annex 5 Web site questionnaire and analysis
- Annex 6 Sustainability table (Indicators)
- Annex 7 Typology of policy influence (Evert Lindquist)
- Annex 8 forcefield analysis, method and country reports
- Annex 9 EMPOWERS pilot projects

Annex 1, Terms of Reference

1- BACKGROUND; a brief information on the EMPOWERS Project

EMPOWERS is a four year regional programme for local water management in Egypt, Jordan and Palestine, funded by the EC MEDA Water Programme and CARE International. It is implemented by a Regional Partnership of fifteen local and international organisations led by CARE International (see for a list of partners Annex A). The main long-term goal of the project is to improve access of water to the poorest segments of local community through development and management of water resources at the intermediate and local level. This will be done by promoting increased participation and representation of stakeholders in planning and decision-making processes, and by improving the flow and use of information used in such processes. EMPOWERS believes that this will lead to improved local water governance. While focusing on governorates and districts with units of approximately 250,000 people) and local communities for its main piloting activities, EMPOWERS ensures the relevance of the approaches being developed to national policy formulation through the use of a learning alliance structure.

Since 2003, the EMPOWERS approaches are being developed and tested in the Governorates of Balqa (Jordan) and Jenin (Palestine), and in Ihnazia District in Beni Suef Governorate in Egypt. Within each governorate/district it is tested in six selected local communities. The three country programmes are supported by a Regional Information Programme (based in Jordan) that takes care of a website, newsletters, interaction with other organisations and the organisation of regional events.

EMPOWERS advocates and implements an approach of Stakeholder Dialogue and Concerted Action (SDCA), with the assumption that greater stakeholder involvement leads to improved use and management of water resources. To this end, the project is developing a Participatory Water Planning Cycle (PWPC) for Integrated Water Resource Management (IWRM), see figure below. This cycle builds on the identification of water-related problems and the development of area specific long-term visions and strategies. This strategizing process is supported by the collection and analysis of relevant information on water Resources, water supply and drainage Infrastructure, Demand for and Access to water services (RIDA). EMPOWERS also develops the necessary capacity and systems within local government to manage, share and make effective use of the information collected. The aim of the two approaches (SDCA & PWPC) is to support stakeholders at local and intermediate levels in making the technical and political decisions to develop and manage their water resources within a commonly agreed future vision. The EMPOWERS stakeholder and planning cycle approach is described in more detail in Working Papers that can be accessed at the EMPOWERS Website: www.empowers.info.

The above approaches are implemented through a set of main activities:

Increase the influence of different stakeholders on the planning and decision-making process for the use and management of scarce water resources.

Enhance vertical and horizontal linkages and information flows.

Validate its approach through pilot projects.

Document the learning process.

Share valuable information and knowledge at a regional level.

The EMPOWERS project is funded to the tune of approximately 5 million Euros, of which approximately 4 million is earmarked for methodology development, and only one for the implementation of piloting activities on the ground (community water projects).

All partners in the EMPOWERS Partnership see high value in the developed approaches and wish to evaluate the impact of these approaches and explore possibilities for scale-up and replication to other communities, Governorates and countries in the MENA Zone. For this an independent external evaluation of the EMPOWERS Programme approaches, impact, overall management and partnership dynamics is welcomed. No previous external review has taken place apart from a mid-term review by the EC Delegation in Amman (2005).

2- Objectives of the evaluation

This evaluation aims at analyzing the activities and results of the EMPOWERS Programme in terms of the outcomes planned for and anticipated in the revised Log Frame of 2006, the processes adopted to design and implement the project to achieve intended results, and the approaches and strategies which should be maximized and built on for scaling up or replicating this kind of programme.

More specifically, the objectives of this evaluation are to assess:

Process – the degree to which the project was designed, managed, and implemented in ways that enhanced its impact

To assess the approach of the project in terms of implementation arrangements (management structure, operational strategies, monitoring system, administrative systems and procedures). Identify any constraints, internal or external, to achieving progress.

To assess the project design – its methodologies and intervention strategies for effectiveness in addressing the problems identified.

Assess to what degree the project has achieved its objectives and targets. Include any unintended positive and/or negative impacts.

Financial management, transparency and accountability.

The quality and nature of the partnerships and partner relationships and how this facilitated or constrained impact and progress.

Impact – to what degree the project approach resulted in intended or unintended improvements in the lives of beneficiaries

Consider the scale, depth, coverage, multiplier effect (secondary or tertiary benefits), sustainability, and cost-effectiveness of impacts. Identify for whom specifically benefits accrued.

To measure impact of project activities on the target group and against the components and anticipated outcomes established by the revised Log Frame of 2006. Impacts which are identified by beneficiaries but are not necessarily planned (against indicators) should also be noted.

Replicability – identify lessons learned, weaknesses and successes and the factors for failure/success

Identify the elements, strategies, and interventions ,which can be replicated
Consider how impacts for this type of project can be maximized (what needs to be improved) in scaling up this project activity
Consider where the potential exists for replication and up-scaling, given the requisite conditions for success, as identified by this evaluation
Identify the resource requirements for replication

3- Scope of work

To achieve the above evaluation objectives, this evaluation mission shall cover the different stages of EMPOWERS Project launching, implementation and phasing out. This shall include:

Project Design and Start up;
Project Implementation and Performance;
Achievement of Objectives;
Potential impact and sustainability
Partnership Dynamics; and
Project Management and Support.

The evaluation will be carried out in June 2007 and will visit the three involved countries visiting the three country programmes, the regional information programme and those involved in overall management, coordination and support of the Programme (including the ECD/ Amman and the RMSU). Annex B will provide a more detailed list of aspects to be included. Other aspects may be added by the evaluation team.

4- Implementation of the Evaluation

The evaluation is planned to take place in the period May - July 2007, with field visits in June 2007 for a period of four weeks (28 days).

4.1- Preparatory work

In order to facilitate the implementation of the evaluation, the evaluation team leader will compile preparatory information from all of the project locations where the activities have taken place (one week in the month before the evaluation). This information will summarise the physical achievements of the activities during the funding period and will also include relevant monitoring/benchmark information for each location.

Key documentation for review include:

Project proposal and Log Frame (revised 2006)
EC and CARE Evaluation guidelines and programming principles
Annual and other periodic programme and financial reports
Pilot project baselines and monitoring reports
Process documentation, working papers, brochures, films and other documented outputs
PMG and ExCom meeting minutes

The Team Leader will use this data and in consultation with project staff prepare a more detailed work plan for the evaluation, specifying the most appropriate range of evaluation methods to be

employed and who should be encouraged to be involved. The project components to be visited should be notified of the coming mission at least 2 weeks prior to the visit. Project staff will have an opportunity to comment on the work plan and the issues to be addressed. This information will be used to prepare a draft itinerary prior to the commencement of the field visit.

4.2- Field visit

The visit will commence with a 2 day meeting of the evaluation team to review the evaluation methodologies, work plan and documents, finalise the itinerary and prepare a table of contents to be approved by the evaluation team's contact person and the contracting agency.

It is anticipated that the team will visit a sampling of the participating projects over around eight days per country (including travel). These visits will include a variety of interactions and meetings with the partners and local and regional stakeholders, the details of which are to be developed by the Team Leader. One day for meetings with CARE UK and CARE MERMU staff should be included in the visit to Egypt.

Field Visits may include:

general meetings and individual meetings, structured or otherwise, with beneficiaries, including specific groups such as women.

discussions with key personnel, including project staff, local and regional partners and PMG representatives, community leaders, professionals and local government representatives

walk-throughs or other ways to review the activity impacts

review of documents held

Most probably the evaluation will take place around a Regional Policy Workshop of 2 days that is organized by EMPOWERS in June in Jordan. The evaluation team may elect to arrange it's travel in a way to visit Jordan before or after this Workshop in order to take advantage of the opportunity of meeting with key staff and partners involved in EMPOWERS that may not be available during country visits.

The field visit itinerary will include opportunities for the team to pause and review its progress in the course of the evaluation. At the end of the field visits the team will meet (3 to 4 days) to review its findings and present initial findings and recommendations to available members of the EMPOWERS PMG Executive Committee. An early draft of the evaluation report can be expected to be prepared by the end of the field visit. The Team Leader may be invited to present evaluation findings and recommendations to the Contracting Agency and other key stakeholders after the evaluation report is finalized.

4.3- Timeframe

The Team Leader will be mobilized by early May 2007. Preparation of the evaluation work plan will occur during May 2007, and will be finalized by at least one-two weeks before the start of the field visits to facilitate logistic arrangements.

The field visits will take place in June 2007. A draft report will be prepared with the participation of all team members at the end of the field visits. The final report will be prepared by the Team Leader by mid July 2007 (one additional working week).

Provisional work schedule

First half of May	5 days	Team leader	Preparation documents and work plan
Early June	2 days	Evaluation Team	Start-up meeting
June	3 days		Regional Policy Workshop Jordan
June	8 days	Evaluation Team	Visit to country A and contacts with partners based in Country A
June	8 days	Evaluation Team	Visit to country B and contacts with partners based in Country B
June	8 days	Evaluation Team	Visit to country C and contacts with partners based in Country C
End of June	5 days	Evaluation Team	Wrap-up findings and first draft report. Presentation of preliminary findings and recommendations to available ExCom/PMG members. Contact Person, and Contracting Agency
First half of July	5 days	Team leader	Final report

Total days:

Team members 34 days

Team Leader 44 days

5- Expected outputs

1. A presentation/debrief of intermediary evaluation results in each country.
2. A presentation of evaluation findings and recommendations for all components to the PMG Executive Committee
3. Summary report on recommendations for partnerships and future regional programmes
4. A draft evaluation report, prior to the final version
5. A detailed and final evaluation report

6- Team members and their roles

Team leader: independent international consultant

Main expertise: institutional, participatory and social change processes
(refer to Selection Criteria in Annex C)

Five team members (incl. team leader)

Three of the five team members will be selected from one of the three countries involved in the EMPOWERS Programme (Egypt, Jordan and Palestine). The two other team members are recruited internationally from Europe.

Selection of the Team will ensure that there is an appropriate gender mix, representation from the countries involved in the programme, and good command of both Arabic and English.

Selection of individual team members will make sure that the following expertise is covered by the whole team, with specific knowledge with one or more team members:

local governance and institutional dynamics

gender dynamics

Partnership and participatory development

Organisational and management development

Integrated Water Resource Management and Water resource Planning

water and sanitation and/or agriculture/irrigation

experience with EC evaluation procedures

For each team member the following applies

Requirements

experience with participatory and social change processes and with rights based approaches to development

5 years of experience including experience in the Middle East in one or more of the above fields,

Experience in evaluation and data analysis,

Good communication skills,

Good command of English,

Good command of Arabic (for at least 3 of 5 team members)

Responsibilities:

contribution to development of evaluation questions

contribution to identification of appropriate data collection and analysis techniques

participation in field visits, group sessions and interviewing

contribution to final report

7- Contact Person

Contracting Agency: CARE UK. The Contracting Agency is responsible for preparing contracts for the evaluation team members, and for final approval of evaluation reports and outputs, and for contractor payments.

Contact Person and Coordinator: Peter Laban, the EMPOWERS Regional Coordinator (based in Palestine). The evaluation team leader reports to the Contact Person and coordinates all evaluation team activities and work plans with him.

8- Logistics

The evaluation team will be provided local transport in-country arranged by CARE according to the itinerary agreed between the contact person (Regional Coordinator EMPOWERS), the EMPOWERS Country Coordinators and the evaluation Team Leader. Transport from airport to hotel will be arranged by CARE, according to dates and times previously agreed. Please note that

it may be extremely difficult for Jordanian and Egyptian team members to obtain an entry visit from Israel to Palestine.

9- Budget

Fees will be paid against levels of completion of the assignment, with up to 60% upon completion of the draft evaluation report, and the balance upon approval of the final report. Travel expenses, accommodation and per diems will be reimbursed by CARE upon submission of supporting documentation (receipts, air tickets, boarding passes, etc.) based on CARE approved per diem rates and EU regulations.

Annex A. Two sets of partners

EMPOWERS developed partnerships with key stakeholders, including government agencies, NGOs and end-users.

1 - The EMPOWERS Partnership

In each of the three countries EMPOWERS a number of direct partners are involved. They have signed Partnership Agreements with the different CAE Offices and are together responsible for the facilitation and implementation of the Programme:

Country Partners

Water Department of Ministry of Agriculture in Jordan

Zein Al-Sharaf Institute for Development (ZENID) in Amman, Jordan

Development Research Technology and Planning Centre (DRTPC) at Cairo University, Egypt

National Water Research Centre/ Ministry of Water Resources & Irrigation in Egypt

Egyptian Water Partnership (EWP) in Cairo, Egypt

Federation for Environment Protection and Enhancement (FEPE) in Beni Sueif, Egypt.

The Coptic Evangelic Organisation for Social Services (CEOSS) in Egypt.

Union of Agricultural Work Committees (UAWC) in Ramallah, Palestine

Palestine Hydrology Group (PHG) in Ramallah, Palestine

CARE International in Egypt, Jordan and Palestine

Regional Partners

International Water and Sanitation Centre (IRC), Delft, The Netherlands

Inter-Islamic Network on Water Resources Development and Management (INWRDAM) in Amman, Jordan

CARE UK and CARE Nederland (with support from CARE USA)

CARE International Middle East and Europe Regional Management Unit (MERMU)

2 - Key Government Partners

In each of the three countries The EMPOWERS programme has established strong relationships with key ministries. They are closely involved in the implementation of the programme. These main stakeholders are the following:

In Palestine :
Ministry of Local Government
Ministry of Agriculture
Palestinian Water Authority
Environment Quality Authority

In Jordan
Ministry of Water resources and Irrigation
Ministry of Agriculture
Ministry of Planning
Ministry of Social Development
Ministry of Interior.....

In Egypt
Ministry of Water Resource Management and Irrigation
Ministry of Agriculture
Beni Sueif Authority for Potable Water

ANNEX B. Detailed (but not exhaustive) list of issues to be covered by the evaluation mission.

1. EMPOWERS Project Design and Start Up Evaluation:

1.1- Assess the appropriateness and sustainability of the activities, methodology used by the project to achieve the goals and objectives.

1.2- Assess to what extent gender/marginalized people have been taken into account in the project design.

1.3- Assess the process of design and planning of the project. suitability of project indicators and outputs, and the process of evaluating and development of more specific objectives in the first years of the project.

1.4- Assess the choice and possibilities/potentials of local and regional partners and the degree to which the programme partnership strategy facilitates cooperation to regional or national level or to other departments.

2- Assessment of EMPOWERS Project Implementation and Performance:

2.1- Assess the effectiveness of the project in developing and implementing appropriate and effective methods.

2.2- Review the efficiency, effectiveness and relevance of the strategy used in implementation and management of the project towards achieving the project's objectives.

- 2.3- Identify key factors that have facilitated or inhibited the progress of the project in achieving the intended outputs and its effect on the target groups.
- 2.4- Assess the extent to which the project has contributed to developing operational methods to strengthening the institutional capacity building of the CBOs and ministries departments at all levels.
- 2.5- Assess the potential and likelihood of interventions developed by EMPOWERS project being implemented by CBOs and organisations in Governorate/district in a sustainable way in the short, medium and long term.
- 2.7- Assess project implementation and constraints in connection with the implementation.
- 2.8- Assess and analyse the relevance of the activities and the balance between the different project activities.
- 2.9- Assess whether the target groups are appropriate.
- 2.10- Assess the acceptance/willingness and the level of participation by different stakeholders
- 2.11- Assess the appropriateness of strategic plans developed for each impact area against overall programme goals and objectives.
- 2.12- Assess the selection of the pilot projects and its impact in relation to the strategic plans
- 2.13- Assess developed materials (Working Papers, Guidelines, training Materials, Process Documentation, Newsletters, audio-visuals) and appropriateness of project communication and information dissemination strategies
- 2.14 - Assess the appropriateness of programme advocacy strategies to promote policy change and adoption of project approaches and methodologies

3- Achievement of Objectives / Project Impacts

- 3.1- Analyse objectives and achievement of objectives and outputs and redefined outputs.
- 3.2- Assess the relevance and effectiveness of training/workshops and supervisory activities with regard to their appropriateness and methodology.
- 3.3- Assess the sustainability and follow up of activities and results by partners, government officials and community people

Assess co-operation between EMPOWERS project staff and project's partners and stakeholders.

Assess efficiency and effectiveness of project inputs and budgets to outputs

This should be on the basis of the modified logframe, approved by ECD/ Amman (2006)

4- Project Management and Partnership Dynamics

4.1- Assess the effectiveness of project management processes, action- planning and administration procedures used.

4.2- Assess EMPOWERS reporting and monitoring of project activities.

4.3- Assess the training and support of project staff and oversight/supervision given to project implementation.

Assess suitability and effectiveness of overall management structure, leadership and support to the Partnership and the programme at various levels including the Country Partnerships, the EMPOWERS Programme Management Group (PMG), and the Executive Committee (ExCom) of the PMG

Assess appropriateness and effectiveness of staffing plan and competencies to implement project workplans to achieve programme goals and objectives

4.5- Assess the quality and effectiveness of partner relationships and communications; their involvement in decision-making and governance of the programme

Annex C: Selection Criteria for Team Leader

A development professional with extensive experience in implementing evaluations is required to lead the evaluation team and report on the outcome of the evaluation.

The consultant will have the following qualities:

1. Evaluation experience

Extensive experience (not less than 5 years) in leading development implementation and reporting of development programme evaluations. This would include experience in the use of a number of different evaluation methods of relevance to the evaluation of development work, experience with participatory programme and evaluation methods, Logical Frameworks and EU evaluation guidelines and indicators.

2. General development experience

Familiarity with the principles of integrated development work and experience with institutional and social change processes, both at community and government levels.

The team leader will by preference have experience with development work in the Middle East. Knowledge and experience with governance, institutional, organisational and partnership development processes and participatory/right based approaches in development program contexts.

3. Development experience in the water sector

Familiarity with the principles of integrated natural/water resource management (INRM / IWRM) and water governance.

4. Facilitation skills

Both to facilitate the activities of the evaluation team as 'first among equals' and to ensure the participation of the stakeholders representatives in the evaluation process.

Responsibilities:

1. Preparation of evaluation work plan

Using the Terms of Reference provided (with opportunity to comment on the ToRs), the consultant is required to prepare a plan for the evaluation activities, specifying the methodologies used and preparing any necessary materials. The consultant will have access to the necessary documentation from the project management and is expected to consult with the project management in developing the plans.

2. Coordination of evaluation team

The consultant will coordinate the work of the evaluation team, both during the evaluation and in the preparation of the final report. The team members are recruited by the project. As much as possible the team leader will be involved in this.

3. Facilitation of consultation with stakeholders.

The consultant will facilitate a variety of interactions with stakeholders at different levels (panel discussions, interviews, focus groups etc) ensuring that all stakeholders are heard.

4. Preparation of final reporting

The consultant will co-ordinate the preparation of the final reporting, bringing together the contributions of the evaluation team and preparing the findings of the evaluation. A draft report is expected at the end of the field visit, while intermediary presentation of evaluation results will be presented and discussed at the end of each country visit.

Presentation/debriefing of findings and recommendations

The Consultant will present preliminary findings to Country Coordinators/teams at the end of each country field visit. S/he will also present preliminary findings and recommendations to the EMPOWERS Programme Management Group and Executive Committee (PMG/ExCom) either via conference call or at a meeting prior to finalizing the evaluation report. The Contracting Agency, at its discretion, may request a final presentation after approval of the final evaluation report.

Annex 2, Evaluation work plan

1. Project Overview

1.1 The MEDA Water Program

EMPOWERS is part of The Euro- Mediterranean Regional Program for Local Water Management (MEDA Water Program). The program is part of the support of the European Union for the development of the water sector in North Africa and the Middle East (MENA) countries under the MEDA Regional Indicative Programming.¹⁰ The program started in 2002. Implementation of first projects started in May 2003 and activities will last until end of 2008.

The program aims at the enhancement of regional cooperation in the areas of sustainable and integrated management of water resources. The relevant type of interventions are stipulated in the Ministerial Declaration and Action Plan of the 1999 Turin Euro-Mediterranean Ministerial Meeting on Local Water Management.¹¹

Six areas of action and four horizontal themes were identified as follows:-

Areas of Action

Integrated management of local drinking water supply, sanitation and sewage;
Local water resources and water demand management (quantity and quality) within catchment areas and islands;
Prevention and mitigation of the negative effects of drought and equitable management of water scarcity;
Irrigation water management;
Use of non-conventional water resources;
Preparation of national and local scenarios for the period until 2025 that enable precise objectives to be set and actions to be taken for sustainable water management.

Horizontal Themes

Strengthening institutional capacities and training;
Exchange of information and know-how;
Transfer of know-how and technology;
Awareness raising, mobilization and promotion of commitment of the population

Euro-Med Participatory Water Resources Scenarios (EMPOWERS) is a part of MEDA Water Programme and contributes to all six areas of action and all four horizontal themes.

1.2 Euro-Med Participatory Water Resources Scenarios (EMPOWERS)

¹⁰ The total budget for MEDA Water is € 40 million. From this amount, nine different consortia of non-profit organisations(NGO, Universities and Government Agencies) receive grants up to € 5 million for the implementation of measures related to local water management.

¹¹ CALL FOR PROPOSALS for the Euro-Mediterranean Regional Program for Local Water Management **issued by** the European Commission Publication reference EuropeAid/113202/C/G
EMPOWERS Evaluation

EMPOWERS is a four year (52 months) regional program implemented in Egypt, Jordan and the Palestinian Territories of West Bank and Gaza. These three countries reflect a range of water issues found in the MEDA region.¹² Egypt has a relatively high per capita availability of water with demand exceeding supply. Jordan and West Bank/Gaza are among the countries with the world's lowest per capita availability of water. In the West Bank and Gaza water scarcity is further compounded by Israel's control over access to water. By choosing these three countries that represent different water resources situations in the region and different scenarios the project intends to offer relevant water management lessons which can assist each other and contribute to all the MEDA countries.

While these countries reflect a range of very different water issues in the MEDA region, they also have common features: the lack of involvement of all stakeholders, the centralized nature of management, and fragmentation of responsibilities among many players. EMPOWERS intended to encourage local water users and institutions to address issues of integrated water resource management (IWRM) to take better care of their scarce water resources. This is done by enabling a participatory planning dialogue between all stakeholders at community, district and governorate levels with the assumption that direct and active stakeholder participation leads to improved use and management of water resources. The national level is also involved to ensure the relevance of local water activities to national policy formulation processes.

1.3 Project's Overall Objectives and Purpose

The long term objective of the project is the 'Improved long-term access to water by vulnerable people in local communities in the MEDA zone' The purpose of the project is 'Water governance in selected pilot areas in the MEDA zone has been enhanced and stakeholders on all governance levels (also outside the pilot areas) are aware of the advantages of participatory approaches'

1.4 Expected Results

EMPOWERS was predicted on the expected results set out during the project planning . Below are the expected results that were targeted at that time.

Result A. Selected Government Agencies and Civil Society Organisations (CSO) have been enabled to better manage major water resource problems in their target areas while participatory approaches have been tested and improved

(Improved ability to manage major water resource problems in target areas)

Result B. Water Stakeholder Platforms at different levels facilitating regular horizontal/vertical consultation, planning, problem solving and awareness raising activities related to water planning and cooperation have been established and are active.

(Increased activity of civil society in local water resource management mobilized through participatory approaches)

Result C. Awareness on the benefits of participatory approaches and on rights/responsibilities in local water management has been raised and improved among various stakeholders, such as the

¹² European Union Members and other countries bordering the Mediterranean.
EMPOWERS Evaluation - October 2007

population of target areas, the functionaries of Government Agencies and Civil Society Organisations as well as decision makers on municipal, district and state level.
(Increased public awareness and education on the problems and opportunities)

Result D. Project experience disseminated to wider audience.
(Regional policy and technical for a enriched through exchange of experiences and knowledge on sustainable water management strategies)

Result E. Strengthened regional linkages, networking and mutual exchange of knowledge and capacity building in sustainable management of water resources .
(wider regional working relationships developed through training modules and lessons learned shared between relevant stakeholders in the MEDA zone countries)

Result F Project experience disseminated to wider audience)

In order to achieve its objectives and the expected results Empowers adopted the following approaches

Use of problem tree analysis (the Metaplan part of Objective Oriented Project Planning) as a start for shared analysis and understanding

An iterative Participatory Water Planning Cycle (PWPC) based on project cycle management

An approach of Stakeholder Dialogue and concerted Action (SDCA), both at community and Governorate levels.

Use Rapid Appraisal of Agricultural Knowledge Systems (RAAKS)

Use of Resource Infrastructure –Demand-Access (RIDA)

Testing and validating of visions and scenarios by use of Bayesian Belief Networks (BNs)

Use of in-depth social and accountability analysis at the community levels to ensure participation and involvement of under-privileged groups (women, poorest households)

Use of a structured effort to document processes in the project that relate to empowerment , decision making, concerted action and change in attitudes and beliefs.

Grounding the approach in pilot projects at the community level to ensure practicality and end-users concerned

1.5 Reach (Beneficiaries)

In each country EMPOWERS worked most intensively both at governorate level and local community level. Efforts at sub-governorate level were to develop pilot projects with government and civil society, and networking and linkage activities at national and international levels.

1.6 Disbursements

The EMPOWERS project is funded to the tune of approximately 5 million Euros, of which approximately 4 million is earmarked for methodology development, and only one for the implementation of piloting activities on the ground (community water projects)

2. Evaluation Profile

2.1 Reasons for the Evaluation

According to the EU regulation each full-sized project must be evaluated at the end of its implementation. The evaluation must be undertaken by project management. The project management undertook this evaluation in response to this request.

In addition all partners in the EMPOWERS Partnership see high value in the developed approaches and wish to evaluate the impact of these approaches and explore possibilities for scale-up and replication to other communities. An evaluation of the projects approaches, Impact, overall management and partnership dynamics will contribute to this end. The reason of this evaluation are therefore to
account for what has been accomplished through project funding
promote learning about which strategies work and which don't
provide feedback to inform decision-making at all levels: community, regional and national
contribute to the body of knowledge about water resource management planning

2.2 Objectives

The evaluation of the EMPOWERS project aims at analyzing the activities and results of the project in terms of the outcomes planned for and anticipated in the revised Log Frame of 2006, the processes adopted to design and implement the project to achieve intended results, and the approaches and strategies which should be maximized and built on for scaling up or replicating similar kind of projects.

More specifically, the objectives of this evaluation are to assess:

- Project Design and Start up
- Project Implementation and Performance
- Achievement of Objectives
- Potential impact and sustainability
- Partnership Dynamics; and
- Project Management and Support

2.3 Key Audience

The primary clients for the evaluation report will be the EMPOWERS Partnership¹³. Furthermore the sharing of results will inform other key MEDA countries, and other donors about what was achieved by and learned from the EMPOWERS project. The evaluation results will also contribute to the work of the Regional Monitoring Support Unit (RMSU)¹⁴, and the EC-delegation in

¹³ EMPOWERS partners: CARE International, UK; IRC International Water & Sanitation Centre, The Netherlands; INWRDAM Inter Islamic Network on Water Resources Development and Management, Jordan; Ministry of Agriculture, Jordan; NWRC The National Water Research Centre, Egypt; PHG Palestinian Hydrology Group, Palestine; ZENID The Queen Zein Al Sharaf Institute for Development, Jordan; DRTPC Development Research and Technological Planning Centre, Cairo University, Egypt; UAWC Union of Agricultural Work Committees, Palestine; EWP Egyptian Water Partnership, Egypt; FEPE Federation for Environment Protection and Enhancement in Beni Suef, Egypt; CEOSS The Coptic Evangelic Organisation for Social Services

¹⁴ The EC Delegation in Amman, Jordan, which has assigned a special program manager to the program, manages the MEDA Water Program. This includes among others the follow up on the progress of the projects and taking decisions on issues of contract and budget amendments and

Amman¹⁵, which in turn will be used to demonstrate how the EU support to the water sector in MENA countries is performing. Making evaluation summary accessible on EC Memory System and available on EU Website will promote institutional learning.

2.4 Stakeholder Analysis

The evaluation will emphasize the participation of all involved in the EMPOWERS project. Including the mutual sharing of experience at all levels.

End Users: i.e households in the camps of Jenin district (West Bank) and farming families in (Governorates of Beni Suef in Egypt and Balqa in Jordan). Village based organisations in the selected geographic areas, i.e village councils in Jordan, and WBG and water user associations and water boards in Egypt. A range of other civil society groups and non-governmental organisations are involved in the water sector, be they focussed on service provision, advocacy or research. A representative selection of such groups are included as partners in the EMPOWERS project. All these stakeholders will participate in the project focus group consultations. The evaluation will identify to what extent , the program results have contributed to their main concerns.

Water & Irrigation Authorities at district and Governorate level i.e district in Egypt and a Governorate in WBG and Jordan. Group or individual meetings will be held with governments officials, implementing partners to discuss the project, validate evaluation findings, conclusions and recommendations. Ensuring that EMPOWERS is consistently aligned with the needs and development cooperation target by the government. The evaluation will address (amongst other issues) how the program has responded to the countries development challenges, priorities and objectives, and if there is consistency with the country's needs. A discussion will be held to determine what needs to be done in the future to achieve equity, efficiency and sustainability.

European Commission- MEDA Water Program

To ensure the consistency with the overall intention of the MEDA Water Program , during the evaluation consultations with the RMSU will be given ample opportunities to contribute to the development of the evaluation results, and assist in the formulation of empowers strategy. The establishment of partnerships between the EU and the MENA countries will also be addressed in the evaluation report

2.5 Approach

The evaluation will comprise

A literature and documentation review of materials available at the HQs and within the field
Assessment of country programs

important issues regarding content, directly related to the achievement of project result and objectives. In its management tasks, the EC delegation is supported by the Regional Monitoring and Support Unit for the MEDA Water projects and the EU Water Initiative (RMSU)

¹⁵ Responsible for the MEDA Water programme.

Key informants interview with Project staff , those involved in overall management , coordination and support of the program, the regional information program ,governmental officials , representatives from ECD Amman and the RMSU
 Focus group sessions with key stakeholders (e-g women focus group- Farmer Focus group other beneficiaries)

Individual	Accountabilities	Responsibilities
<p>Peter Laban Contact Person and Coordinator: Peter Laban, the EMPOWERS Regional Coordinator (based in Palestine). The evaluation team leader reports to the Contact Person and coordinates all valuation team activities and work plans with him</p>	<p>Representing the EMPOWERS program Implementing recommendations (as appropriate)</p>	<p>Approval of the draft work plan Commenting on deliverables (progress reports, final evaluation report) Facilitating access to key documentation and key informants Providing Senior management’s perspectives on key issues Overseeing the sharing of results with partners, EU, stakeholders etc..</p>
<p>Country coordinators (Egypt, Jordan Palestine)</p>	<p>Contributing to the Evaluation</p>	<p>Facilitating access to key country documents Participating in key informants and project specific interviews Advising contact lists for interviews Arranging team logistics for field trip(Transportation accommodations, meetings etc,)</p>
<p>Team Leader (Nighisty Ghezae)</p>	<p>Preparation of evaluation work plan in consultation with the project management and project team members Coordination of evaluation team Facilitation of consultation with stakeholders Co-ordinate the preparation of final reporting, Presentation and debriefing of findings and recommendations</p>	<p>Planning, scoping , conducting the evaluation Carrying out the day-to day management of activities Informing EMPOWERS Regional Coordinator about development, including regular progress reporting Conducting Interviews Producing deliverables as per contractual requirements</p>

Groverman, Verona	Partnerships Empowers Methodology	
Ruby Assad	Capacity building, project management	
Mohamed M. Mohieddin	Institutional issues	
Bashir Bargouthy Al-Bireh	Community involvement, participation	

5 Work Scheduling

5.1 Time Frame for Delivery

The following schedule sets out time frames and delivery dates to guide the execution of the evaluation

Dates	# of days	Location
25 May		Arrival in Cairo
26-30 May	5 days	Refining work plan and methodology + meetings with CARE International
31/05 - 4 June	6 days	Country visit to EMPOWERS/Egypt (Cairo + Beni Sueif) (travel to Amman evening of June 4 th)
6 - 8 June	4 days	Regional Forum on LWG in Jordan (6+7/06) + interviews with IRC and other CARE Int.
9 June	1 day	Travel to Palestine
10-15 June	6 days	Country visit to EMPOWERS/Palestine (Ramallah + Jenin)
16 June	1 day	Travel back to Jordan
17-22 June	6 days	Country visit to EMPOWERS/Jordan (Amman + Balqa)
23-28 June	6 days	Drafting final report + briefing to PMG (on 28/06)
29 June		Final discussion with the team to incorporate comments from PMG
30 June		Travel back home

6 Reporting Requirements

The evaluation Team leader will provide verbal debriefing to the Regional coordinator after each field visits. Furthermore he will keep the regional coordinator informed of any developments and/or issues that require immediate attention without delay. The evaluation team leader will present the draft evaluation findings and recommendations to the PMG Executive Committee. The final evaluation report will be prepared in English.

7. Draft Outline for the Evaluation Report.

The report will include a 2 to 4 pages executive summary, 50 page main text, plus annexes.

Section	Addressing
Executive Summary	Introduction About this evaluation Key contextual factors Program profile Summary of findings (overview by theme) Main conclusions Lesson learned and Key Recommendations
Tables of contents, figures, acronyms	
Introduction	Purpose of the report Key audiences Scope of the program Scope of the evaluation Evaluation team
Program Profile	Development context(economic, social, cultural, political) Objectives, role , organisation of the program Linkages to sustainable development, poverty reduction, programming priorities and objectives Current status(outlook, milestones to date , etc,) Financial resourcing Stakeholder participation (to date) Obstacles (affecting performance)

Evaluation Profile	Reasons for Evaluation Objectives Scope Issues., question, performance indicators, information sources(evaluation framework) Methodology (activities, analytical methods, limitations, etc.) Stakeholder participation Sites visited (itinerary)
Evaluation Findings	General overview Project Implementation and Performance Achievement of Objectives Potential Impact and sustainability Partnership Dynamics Project management and Support
Conclusions	General overview Project Implementation and Performance Achievement of Objectives Potential Impact and sustainability Partnership Dynamics Project management and Support
Recommendations	
Lessons	
Good Practices	
Appendices	

Workplan- Annex 1. Evaluation Framework.

Issue	Sub-Questions	Performance Indicators/Variables to be considered	Source of information	Information collection
<p>1. What progress was made towards the achievement of results at the output outcome and impact level</p>	<p>To what extent did actual results contribute to the planned, targeted results?</p> <p>What unintended results, if any were attributable to the project (both positive and negative)</p>	<p>The Empowers partnership IWRM country programs</p> <p>2.1 PWPC_SDCA process</p> <p>2.2 Activities at the community level (Visioning ,problem analysis WRA, Scenarios and strategies, pilot project)</p> <p>2.3 Activities at the Governorate and National Level</p> <p>Regional Activities of empowers</p> <p>3.1 Publication and Knowledge output</p> <p>3.2 Portal</p> <p>3.3 Regioal exchange activities</p> <p>3.3 Regional training and capacity building</p> <p>Gender Equality: Evidence of advancements in women’s equal participation as decision makers, women’s rights, women’s accesses to and control over resources/benefits</p>	<p>Government officials</p> <p>Beneficiaries</p> <p>Empowers staff</p> <p>PMG members</p> <p>Ex.Com members</p> <p>Country, program, project level documents</p>	<p>Document review</p> <p>Project Interview</p> <p>Key informants interviews</p> <p>Focus group</p> <p>Site visits</p>

<p>2. To what extent did these results contribute to the overall objective of the project</p>	<p>Were vulnerable beneficiaries clearly identified and targeted for benefits through out implementation?</p> <p>How was the quality of life of beneficiaries enhanced?</p> <p>What contributions were made to equitable and environmental sustainable growth?</p>	<p>Evidence on how the approaches developed and tested gives important emphasis to involvement of women and other marginal groups</p>		
<p>3. Has the program been responsive to the countries water resource management challenges, priorities and objectives?</p>	<p>Did the program make sense in terms of meeting the challenges taken on?</p> <p>Was there consistency with the needs and priorities of the countries?</p> <p>Were the EU policy been adequately addressed?</p> <p>Were efforts being coordinated with other similar initiatives?</p> <p>Does the initiative make sense in terms of the conditions, needs , problems to which it is intended to respond?</p>	<p>Ability to address the real needs of targeted beneficiaries</p> <p>Degree to which the program is aligned with the priorities of the Countries governments</p> <p>Consistency with EU 's poverty reduction and sustainable development policies, gender equality and environmental sustainability</p> <p>Consistency with the efforts of local organisations and other donors</p> <p>addressing the same needs or problems.</p> <p>Consistency with needs and priorities of targeted beneficiaries/local partners/ country/region</p>	<p>Government officials</p> <p>Beneficiaries</p> <p>Empowers staff</p> <p>RMSU</p>	<p>Document review</p> <p>Project interview</p> <p>Key informant interview</p> <p>Site visits</p>

<p>4. To what extent will the results and benefits continue after EMPOWERS involvement?</p>	<p>How did the programming contribute to the sustainability of results? Will results/benefits continue after Empowers involvement?</p>	<p>Extent of local ownership Commitment of adequate resources Institutional capacity building Conduciveness of international/national environment (e.g. domestic policies) Evidence of improved economic means and prospects, capacities of being self sustaining, empowerment, self awareness</p>	<p>Government officials Beneficiaries Empowers staff Empowers partners</p>	<p>Document review Project Interview Key informants interviews Focus group Site visits</p>
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<p>5. To what Extent have partnerships and/ or linkages between Institutions and organisations been encouraged and supported?</p>	<p>What partnerships and/or linkages were facilitated? What methods were successful? Is there shared responsibility and accountability for results?</p>	<p>Evidence of partnerships, networks, shared initiatives, regional meetings, electronic chat group etc. Evidence of project collaboration Evidence of financial contribution Evidence of active participation of local country partners, recipient and beneficiaries (including women) in project/program design, implementation and monitoring/evaluation Evidence of clear definition, understanding and acceptance of roles and responsibilities of program participants Evidence of appropriate authority and tools they need to make decisions and take action Evidence of new partnerships to achieve results</p>	<p>Government officials Beneficiaries Empowers staff Empowers partners</p>	<p>Documents review Project Interview Key informants interviews Focus group</p>
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6. Were management structures effective in responding to ongoing challenges and in promoting creativity and innovations?	<p>What were the strengths and weaknesses of the management structure?</p> <p>To what extent the Project develop and encourage and support new approaches and practices?</p> <p>Questions 4.1-4.6 (TOR)</p>	<p>Evidence of effective partnership relationships</p> <p>Evidence of sensitivity to local contexts</p> <p>Evidence of clearly understood management accountabilities and responsibilities?</p> <p>Degree of stakeholder participation?</p> <p>Success of systems in responding to change</p> <p>Application of lessons</p>	Empowers project staff, implementing agencies, Country program, project level documents	<p>Document review</p> <p>Project Interview</p> <p>Key informants interviews</p> <p>Focus group</p>
7. Were human, financial and physical resources used appropriately and financial information accurately and adequately maintained?	<p>Was resource level adequate?</p> <p>Were the accounting and financial systems adequate for effective program management?</p>	<p>Evidence of resource adequacy at the project level to meet the requirements set out in planning</p> <p>Evidence of prudence and probity being appropriately exercised</p>	Empowers project staff, implementing agencies, Country program, project level documents	<p>Document review</p> <p>Project Interview</p> <p>Key informants interviews</p> <p>Focus group</p>
Future Direction				
Issue	Sub-questions	Source Of information	Information collection	

<p>What needs to be done to upscale Empowers approach?</p>	<p>What was learned from the Empowers program? What are the core constraints to upscaling the approach? What changes to present strategies and practices are recommended?</p> <p>Did it remain the same for those at higher up levels Explore what elements would arise at the different levels when the approach is taken to scale: i.e. size vs. cost implications: having enough funds and staff to scale up, as the level of expanding/scaling up of work will have cost and time implications</p>	<p>Executive Committee PMG EMPOWERS staff Government Officials</p>	<p>interviews Focus group</p>	
<p>What was learned from the Empowers program that could strengthen the EU- Meda development cooperation Strategy's capacity to respond to development challenges, priorities and objectives?</p>	<p>How should EU programming be structured? What development cooperation priorities, themes and or activities should be emphasized? What changes to present strategies and practices are recommended?</p>	<p>Executive Committee PMG EMPOWERS staff Government Officials</p>	<p>interviews Focus group</p>	

Workplan-Annex 2 Interview Guides

PROJECT ASSESSMENTS: INTERVIEW GUIDE I

Respondent _____
Position _____
Location _____
Phone Number _____
E-Mail Address _____
(if helpful)
Interview held _____
(place, date)

Instructions

Empowers is undertaking an evaluation of its program. To obtain more information about how these projects performed and what changes should be made for the future, we are conducting interviews with individuals who were involved in these projects or were familiar with them.

Your name was put forward as someone who could assist with this information gathering. Your participation in this interview is entirely voluntary.

Responses are kept confidential. Your name will not be associated with the comments you make.

The interview will comprise a series of questions

and should take between estimation of time (20 and 45 minutes to complete.)

Note

Questions to be phrased to be consistent with interviewee's experience (project-specific experience, thematic, past tense for closed projects, etc.).

Questions that are not applicable to particular individuals should not be asked.

General

Q1 How have you been involved in (or why are you familiar with) the EMPOWERS project?

Q2 How well do you think this project has responded to the challenges, needs and priorities of (Egypt, Jordan, WB)? What examples immediately come to mind?

Project-Specific

Q3 Did the investment in this project make sense in terms of meeting the challenges taken on (i.e. the needs and priorities of Egypt, Jordan, WB)?

Q4 Who are the beneficiaries of this project? How has this project impacted on the quality of their lives? Prompt: economic means and prospects, capacities for being self-sustaining, empowerment, self-awareness

Q5 How has the project helped to reduce poverty levels?

Q6 How has the project contributed to the sustainable development of Egypt, Jordan, WB?

Q7 Were management structures effective in responding to ongoing challenges and in promoting creativity and innovation? What were the strengths and

weaknesses of these structures?

- Q8 Were efforts effectively coordinated with other developmental initiatives in the area?
- Q9 Has this project promoted and supported effective partnerships and linkages between institutions, organisations and/or individuals? Please give examples.
- Q10 What has the relationship between the main parties involved in this project been like?
- Q11 Were human, financial and physical resources used appropriately? Were they adequate?
- Q12 How have Egypt, Jordan, WB stakeholders been involved in the planning and implementation of this project?
- Q13 Is there effective sharing of information with partners, other donors, Egypt, Jordan, WB ministries, beneficiaries, etc.?
- Q15 What key lessons do you think were learned about this project?
- Q16 What difference has this project made to the lives of women?
- Q17 What, if any, have been the main barriers faced in carrying out this project? How were they overcome? What would you do differently?
- Q18 Do you think that the benefits of this project will be sustained after its completion?
- Q19 How has this project Improved the capabilities of Government staff, Governorate/district
- Q20 Were any unintended results realized, either positive or negative? What were they?
- Q21 How has the project helped to strengthen civil society organisations through capacity building?
- Improved the sustainability of civil society organisations?
 - Produced any other targeted results?
- Q22 Were any unintended results realized, either positive or negative? What were they?

Beneficiaries (only)

(track male and female respondents)

- Q23 How have you participated in this project?
- Q24 What difference has this project made in your life? What do you feel are the short and longer term benefits for you?
- Q25 Do you think that these benefits will continue after you stop participating in this project?
- Q26 If you were going to participate in this project again what would you like to do, or have done differently?

Future Directions: Forward-Looking Questions

- Q 27 What needs to be done to achieve poverty reduction and sustainable development objectives in Egypt, Jordan, WB?
- Q 28 What was learned from the 'EMPOWERS Country Program' that could strengthen the 'X country -EU Development Cooperation Strategy's' capacity to respond to development challenges, priorities and objectives?

- Q 29 What changes to present strategies and practices are recommended?
- Q 30 How can the EMPOWERS approach be up-scaled?
- Q31 What types of institutional relationships and partnerships have worked well to date? Why?
- Q32 What areas will offer the best potential for EMPOWERS /EU working relationships in the future? What areas represent a good 'fit' for complementary EMPOWERS /EU strengths?

KEY INFORMANTS: INTERVIEW GUIDE II

Respondent _____

Position _____

Location _____

Phone Number _____

E-Mail Address _____

(if helpful)

Interview held _____

(place, date)

Instructions

EMPOWERS is undertaking an evaluation of its Program. To obtain more information about how the program performed and what changes should be made for the future, we are conducting interviews with key individuals who were involved in the program or were familiar with it. Your name was put forward as someone who could assist with this information gathering. Your participation in this interview is entirely voluntary. Responses are kept confidential. Your name will not be associated with the comments you make. The interview should take about 30 minutes to complete.

Note

Questions to be phrased to be consistent with interviewee's experience. Questions that are not applicable to particular individuals should not be asked.

General

- Q1 How have you been involved in (or why are you familiar with) the Empowers project
- Q2 How well do you think this project has responded to the challenges, needs and priorities of Egypt, Jordan, WB? What examples immediately come to mind?

Results

- Q3 What do you feel are the important results that have been achieved by EMPOWERS project at a country level?
- Q4 How has this project helped to reduce poverty levels?
- Q5 How has the project contributed to the sustainable development of Egypt, Jordan, WB?

- Q6 How has this project promoted and supported effective partnerships and linkages between institutions, organisations and/or individuals?
- Q7 What key lessons do you think were learned?
- Q8 What, if any, have been the main barriers faced in carrying out this project ? How were they overcome? What should be done differently?
- Q9 Do you think that the benefits of this program will be sustained after its completion?

Governance (if familiar)

- Q10 What results have been achieved in the governance sector? Prompts: policy influence

Human Resources Development (if familiar)

- Q11 What results have been achieved in capacity building and training?
Prompts: restructuring, standards, equitable access

Civil Society (if familiar)

- Q12 What results have been achieved in strengthening civil society? Prompts: capacity building, sustainability
- Q13 How has civil society changed and evolved since the start of the project ?
- Q14 What types of benefits do civil society organisations produce for marginalized and disadvantaged groups in Egypt, Jordan, WB?
- Q15 How has civil society engaged in policy dialogue with the government (at any level)? What influence over government policy have they been able to have? How has this engagement and influence changed since 2003?

Future Directions: Forward-Looking Questions

- Q16 What needs to be done to achieve poverty reduction and sustainable development objectives in Egypt, Jordan, WB?
- Q17 What was learned from the 'EMPOWERS Country Project' that could strengthen the 'Country -EU Development Cooperation Strategy's' capacity to respond to development challenges, priorities and objectives?
- Q18 What changes to present strategies and practices are recommended?
- Q19 What areas offer the strongest potential for longer-term institutional relationships and partnerships that would benefit from utilizing complementary Egypt, Jordan, WB and EU strengths?
- Q20 How should development cooperation be carried out to best advantage? How should EU programming be structured? What foci should be brought to donor funding?
- Q21 What are the core constraints to realizing such development cooperation opportunities? How should these constraints be overcome?
- Q22 What types of institutional relationships and partnerships have worked well to date? Why?
- Q23 What areas will offer the best potential for MEDA /EU working

relationships in the future? What areas represent a good 'fit' for complementary EU/MEDA strengths?

Focus Group Interview Guide III

Q24 What contributed to the success of the EMPOWERS activities in your community?

Q25 What are the barriers you experienced when you implemented EMPOWERS activities programs in your community?

- timing
- money
- human resources
- attitudes
- culture
- politics

Q26 What happened in your community as a result of being chosen as a pilot site for the EMPOWERS program ?

- activities directly related to project
- ripple effect of being involved
- unexpected consequences

Q27 What ideas do you have about different ways to set up Water planning, stakeholder participation programs?

Q28 What advice do you have for other communities who are planning to set up similar programs?

Project staff Interview Guide IV

Q 29 In what ways is your group stronger than at the beginning of the project? (e.g., stronger sense of identity, incorporated, money raised from diverse sources, media coverage, larger number of volunteers, new skills)

Q 30 What different groups in your community did you work with? What new groups did you work with? What did you do together?

Q 31 In what ways will the work started during the project be continued after the project ends?

Q 32 To what extent and in what ways did the image of your group change in the community?

Q 33 What experiences did your group have in affecting community decisions to improve the conditions that affect Water resource management in your community? How will your ability to influence decision making be continued?

PMG -EX Com Advisory Committee Interview Guide V

Q 34 How successful was the advisory committee in carrying out its terms of reference?

Q 35 Which task(s) did the advisory committee do well? Why?

Q 36 What helped you personally to contribute to the work of the committee?

Q 37 What got in the way of your contributing to the work of the committee?

Q 38 What impact did being on the committee have on your personal life (time, money, stress) your attitudes and approaches to the approaches used by EMPOWERS?

Q 40 What was the key learning for you as a member of the advisory committee?

Q 41 What suggestions can you give EMPOWERS for structuring future advisory committees?

Annex 3, List of documents reviewed

1	EC Material
1.0	EMPOWERS Narrative Report = Project Document
1.1	Contract with EC
1.2a	Financial Report (Annex V) – April 03
1.2b	Financial Report Revised – April 04
1.3	Inception report
2	Progress Reports,
2.1	Yr 1 annual Report May 03 – April 04
2.2	Yr 2 – 1 st Semiannual Report May 04- Oct 4
2.3	Yr 2 – 2 nd Semiannual Report Nov 04-Apr 05
2.4	Yr 3 – 1 st Semiannual Report May 05 – Oct 05
2.5	Yr 3 – 2 nd Semiannual Report Nov 05 – April 06
2.6	Yr 4 – 1 st Semiannual Report May 06 – Nov 06
2.7	Mid-term Review Report April 05 & Visibility plan
3	Deliverables
	3.1 Guidelines for Improved Local Water Governance
	3.2 Manual Pro-poor Participatory Planning of Community Water Services:
	3.3 Working Papers
	WP #1 – Visions...
	WP #3 – Planning Cycle
	WP #4 – Scenarios
	WP #5 – Water Resources Assessment
	WP #6 – Stakeholder Dialogue
	WP #7 – Process Documentation in EMPOWERS
	3.4 Recommendations for Policy and practice
	3.5 Conference Papers by EMPOWERS Staff
	Papers presented at external events. - 20 Papers in Total
	Papers presented at EMPOWERS 1 st Regional Symposium – 8 in total
	3.6 Pilot Dossiers
	Palestine
	Egypt

	Jordan
	3.7 Regional Magazine (3 rd issue planned for June 2007)
	3.8 Country Quarterly Newsletters
	Egypt
	Palestine
	Jordan
	3.9 others
	SC ToRs and meetings minutes in three countries, Partnerships agreements
	EMPOWERS Progress in Jordan (Ar & En)
	Facilitation Training workshop report
	Challenges facing women Participation in Palestine
	3.10 EMPOWERS Brochures & Other Publicity material
	Brochure
	Fact Sheet – for the RMSU
	Power point presentation
	3.11: Story : Gaith Abu Qatra
	3.12: INWRDAM / EMPOWERS regional Training Workshops
4	National Policy Workshop Reports , communities and districts strategies and visions
	Egypt – Arabic – Draft
	Jordan – Arabic – Draft
	Palestine – Arabic – Draft
5	PMG ExCom minutes
	5.1 ExCom (Executive Committee): Minutes of Monthly Conference calls (26 meetings)
	5.2 Program Management Unit (PMG) Meeting minutes - (8 PMG meetings)
6	Reports: Sub-Regional Workshops
	Seven Reports are included
7	Symposium and E-consultation
	Background papers, Announcements
	Papers presented –(including 8 from EMPOWERS Staff)
	Presentations and Keynote speeches

Annex 3, List of interviews

Egypt

Date	Interviewee/s	Position/Institution	Location
27/5/2007	Peter laban	Regional Coordinator of Empower	Sofotel hotel
27/5/2007	Lora Wunnenberg	MERMU deputy regional director	MERMU office
30/5/2007	Egypt Empower Team: Amre Jalal Muawad May Souda	Country coordinator, Field coordinator and documentation officer	Care office
30/5/2007	Jalal Muawad	Field coordinator	Care office
30/5/2007	May Souda	Documentation officer	Care office
30/5/2007	Fatemah Abdel Ruhman	Advisor of irrigation ministry	Ministry premises
30/5/2007	Kamal Soliman Mohamed El-Manadely Yasser El-Manadely Ahmed Hassan, Walid Nafiah	DRTPC	DRTPC office
31/5/2007	Ibrahim Makram Medhat Ayyad Fakhouri Nader Waseem Tayseer	CEOSS- Director of development sector, Project director, Director of poultry sector, community coordinator	CEOSS office
31/5/2007	Inas Muharam	Financial department	MERMU
31/5/2007	Shaden Abdel Jawwad Sami Saed	Director of NWRC, director of Technical department	NWRC office
31/5/2007	Hazem fahmy	Empower country director	Care office
1/6/2007	Muhammad Fouli Ahma Hasan Jalal Muawad Amre	Project team from different partners	On the way to Bani Suef

1/6/2007	Samir Ali	Director of CDA in Masharqah	Masharqah CDA
1/6/2007	Muhammad Husein	Director of CDA in Kassab	Kassab CDA premises
2/6/2007	Jamal muhmoud	Director of CDA in Mamalik	Mamalik CDA premises
2/6/2007	Haybeh Hasan Abbas	Treasury of Mamalik CDA	Mamalik Umdeh place
4/6/2007	Imad Abedly	GEF/UNDP	Sofital hotel
4/6/2007	Khaled Abu Zeid, Omar badawi, Amre Abdel majeed	SIDARE (Prgramm director, Project director	SIDARE premises

Palestine

Date	Interviewee/s	Position /institution	location
10/6/2007	Sameera Rifaei	Country coordinator	Care office/Ramallah
10/6/2007	Ayman Rabi	Exe director/PHG-	PHG office/Ramallah
10/6/2007	Khaled Hidmi	General Director/UWAC	UWAC office/Ramallah
10/6/2007	Yusif Awasah	Director in (PWA)	PWA office/Ramallah

Jordan

Date	Interviewee/s	Position /institution	location
10/6/2007	Muna barghouth, Firas	INWARDA	INWARDAM office
19/6/2007	Abdallah Nirat	Ministry of Agriculture	MoA office

Regional conference-Amman

Date	Interviewee/s	Position /institution	location
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10/2/2007	Alain Vidal	Regional Monitoring and Support unit-MEDA Water	Montpellier
2/4/2007	Andrew Warsap	EC delegation Amman	EC delegation Jordan office, Amman
6/6/2007	Gert Soer	Team leader-Regional Monitoring and Support unit-MEDA Water	Amman-Intercontinental
6/6/2006	Peter Lochery	CARE-USA	Amman-Intercontinental
6/6/2007	Nika Salvetti	CARE International	Amman-Intercontinental
6/6/2007	Marwa El-Ansary	CARE UK	Amman-Intercontinental
6/6/2007	Ton Schouten	IRC	Amman-Intercontinental
6/6/2007	Lora Wuennenberg	CARE MERMU	Amman-Intercontinental
8/6/2007	Patrick Moriarty	IRC	Amman-Intercontinental

Annex 5, Web site questionnaire and analysis

QUESTIONNAIRE

A. Profile of the interviewee

Please underline your affiliation to EMPOWERS

Project staff	(1)	Partner	(2)
District official	(3)	Governorate official	(4)
Ministry official	(5)	General public / Internet users	(6)
European Commission	(7)	Other specify	(8)

B. Filter question

Q1. Do you know the website? YES (1) NO (2)

C. General question

Q3. How did you know about the website?

1) Search engine	(1)	Partner link	(2)
3) Publication, TV	(3)	Campaign	(4)
5) Press article	(5)	Mail shot	(6)
7) Word-of-mouth recommendation, etc.	(7)	Other	(8)

Q4. How often do you visit the website?

Daily	(1)	Once a week	(2)
Once a month	(3)	Once a year	(4)

D. Content

Q4. How satisfied are you with the content? (Please circle one response to each question).

1=Agree 2=strongly agree 3= Disagree 4= Strongly disagree 5= Not

applicable

The content is accurate 1, 2, 3, 4, 5

The content is very comprehensive 1, 2, 3, 4, 5

Information is well structured 1, 2, 3, 4, 5

Documents to be downloaded are
adequate: 1, 2, 3, 4, 5

Q5. Which categories / menu options are particularly useful for you?

a) Guidelines 1, 2, 3, 4, 5

b) Methodological working papers 1, 2, 3, 4, 5

c) Policy recommendations 1, 2, 3, 4, 5

d) Conference papers 1, 2, 3, 4, 5

e) Country newsletters 1, 2, 3, 4, 5

f) Regional magazines 1, 2, 3, 4, 5

E. Navigation and Design

How satisfied are you with the navigation and design?

a) The structure of navigation is suitable 1, 2, 3, 4, 5

- b) I can easily find the content I'm looking for 1, 2, 3, 4, 5
 c) Links are useful and up-to-date 1, 2, 3, 4, 5
 d) Pictures, videos and audios provided are useful and pertinent 1, 2, 3, 4, 5

ANALYSIS

Affiliation

		<i>Frequency</i>	<i>Percent</i>	<i>Valid Percent</i>	<i>Cumulative Percent</i>
Valid	project staff	8	14.0	14.0	14.0
	partner	19	33.3	33.3	47.4
	governorate official	3	5.3	5.3	52.6
	ministry official	7	12.3	12.3	64.9
	general	2	3.5	3.5	68.4
	public/internet user				
	other specify	18	31.6	31.6	100.0
Total	57	100.0	100.0		

Do you know about the web site?

		<i>Frequency</i>	<i>Percent</i>	<i>Valid Percent</i>	<i>Cumulative Percent</i>
Valid	Yes	45	78.9	78.9	78.9
	No	12	21.1	21.1	100.0
	Total	57	100.0	100.0	

How did you know about the web site?

		<i>Frequency</i>	<i>Percent</i>	<i>Valid Percent</i>	<i>Cumulative Percent</i>
Valid	Search engine	3	5.3	6.8	6.8
	Partner link	20	35.1	45.5	52.3
	Publication/TV	4	7.0	9.1	61.4
	Press article	2	3.5	4.5	65.9
	Mail shot	3	5.3	6.8	72.7
	Word of	3	5.3	6.8	79.5
	mouth/recommendation				
	Other	9	15.8	20.5	100.0
	Total	44	77.2	100.0	
Missing	System	13	22.8		
Total		57	100.0		

How often did you visit the web site?

		<i>Frequency</i>	<i>Percent</i>	<i>Valid Percent</i>	<i>Cumulative Percent</i>
Valid	Daily	3	5.3	6.5	6.5
	Once a week	14	24.6	30.4	37.0
	Once a month	25	43.9	54.3	91.3

	Once a year	4	7.0	8.7	100.0
Missing	Total	46	80.7	100.0	
Total	System	11	19.3		
	Total	57	100.0		

How satisfied with the accuracy of the content? Content is accurate

		<i>Frequency</i>	<i>Percent</i>	<i>Valid Percent</i>	<i>Cumulative Percent</i>
Valid	strongly agree	18	31.6	40.9	40.9
	agree	16	28.1	36.4	77.3
	disagree	4	7.0	9.1	86.4
	strongly disagree	1	1.8	2.3	88.6
	Not applicable	5	8.8	11.4	100.0
	Total	44	77.2	100.0	
Missing	System	13	22.8		
Total	Total	57	100.0		

How satisfied with the comprehensiveness of the content? The Content is very comprehensive

		<i>Frequency</i>	<i>Percent</i>	<i>Valid Percent</i>	<i>Cumulative Percent</i>
Valid	Strongly agree	19	33.3	42.2	42.2
	agree	14	24.6	31.1	73.3
	disagree	5	8.8	11.1	84.4
	Strongly disagree	5	8.8	11.1	95.6
	Not applicable	2	3.5	4.4	100.0
	Total	45	78.9	100.0	
Missing	System	12	21.1		
Total	Total	57	100.0		

How satisfied with the information structure? Information is well structured

		<i>Frequency</i>	<i>Percent</i>	<i>Valid Percent</i>	<i>Cumulative Percent</i>
Valid	Strongly agree	19	33.3	42.2	42.2
	agree	15	26.3	33.3	75.6
	disagree	1	1.8	2.2	77.8
	strongly disagree	7	12.3	15.6	93.3
	not applicable	3	5.3	6.7	100.0
	Total	45	78.9	100.0	
Missing	System	12	21.1		
Total	Total	57	100.0		

How satisfied with the documents to be down loaded? Documents to be downloaded are adequate

		<i>Frequency</i>	<i>Percent</i>	<i>Valid Percent</i>	<i>Cumulative Percent</i>
Valid	strongly agree	14	24.6	31.8	31.8
	agree	18	31.6	40.9	72.7
	disagree	6	10.5	13.6	86.4

	strongly disagree	1	1.8	2.3	88.6
	Not applicable	5	8.8	11.4	100.0
	Total	44	77.2	100.0	
Missing	System	13	22.8		
Total		57	100.0		

Which menu options are particularly useful to you? Guidelines

		<i>Frequency</i>	<i>Percent</i>	<i>Valid Percent</i>	<i>Cumulative Percent</i>
Valid	strongly agree	18	31.6	46.2	46.2
	agree	12	21.1	30.8	76.9
	disagree	4	7.0	10.3	87.2
	not applicable	5	8.8	12.8	100.0
	Total	39	68.4	100.0	
Missing	System	18	31.6		
Total		57	100.0		

Which menu options are particularly useful to you? Methodological Working papers

		<i>Frequency</i>	<i>Percent</i>	<i>Valid Percent</i>	<i>Cumulative Percent</i>
Valid	strongly agree	18	31.6	47.4	47.4
	agree	14	24.6	36.8	84.2
	disagree	2	3.5	5.3	89.5
	strongly disagree	1	1.8	2.6	92.1
	not applicable	3	5.3	7.9	100.0
	Total	38	66.7	100.0	
Missing	System	19	33.3		
Total		57	100.0		

Which menu options are particularly useful to you? Policy recommendations

		<i>Frequency</i>	<i>Percent</i>	<i>Valid Percent</i>	<i>Cumulative Percent</i>
Valid	strongly agree	16	28.1	38.1	38.1
	agree	17	29.8	40.5	78.6
	disagree	4	7.0	9.5	88.1
	strongly disagree	2	3.5	4.8	92.9
	Not applicable	3	5.3	7.1	100.0
	Total	42	73.7	100.0	
Missing	System	15	26.3		
Total		57	100.0		

Which menu options are particularly useful to you? Conference papers

		<i>Frequency</i>	<i>Percent</i>	<i>Valid Percent</i>	<i>Cumulative Percent</i>
Valid	strongly agree	15	26.3	35.7	35.7
	agree	16	28.1	38.1	73.8
	disagree	5	8.8	11.9	85.7
	strongly disagree	3	5.3	7.1	92.9
	not applicable	3	5.3	7.1	100.0
	Total	42	73.7	100.0	
Missing	System	15	26.3		
Total		57	100.0		

Which menu options are particularly useful to you? Newsletter

		<i>Frequency</i>	<i>Percent</i>	<i>Valid Percent</i>	<i>Cumulative Percent</i>
Valid	strongly agree	17	29.8	40.5	40.5
	agree	11	19.3	26.2	66.7
	disagree	4	7.0	9.5	76.2
	strongly disagree	3	5.3	7.1	83.3
	not applicable	7	12.3	16.7	100.0
	Total	42	73.7	100.0	
Missing	System	15	26.3		
Total		57	100.0		

Which menu options are particularly useful to you? Regional magazine

		<i>Frequency</i>	<i>Percent</i>	<i>Valid Percent</i>	<i>Cumulative Percent</i>
Valid	strongly agree	17	29.8	42.5	42.5
	agree	10	17.5	25.0	67.5
	disagree	4	7.0	10.0	77.5
	strongly disagree	3	5.3	7.5	85.0
	not applicable	6	10.5	15.0	100.0
	Total	40	70.2	100.0	
Missing	System	17	29.8		
Total		57	100.0		

How satisfied are you with the navigation and design? The structure of navigation is suitable

		<i>Frequency</i>	<i>Percent</i>	<i>Valid Percent</i>	<i>Cumulative Percent</i>
Valid	strongly agree	19	33.3	43.2	43.2
	agree	13	22.8	29.5	72.7
	disagree	8	14.0	18.2	90.9

	strongly disagree	1	1.8	2.3	93.2
	not applicable	3	5.3	6.8	100.0
	Total	44	77.2	100.0	
Missing	System	13	22.8		
Total		57	100.0		

How satisfied are you with the navigation and design? I can easily find the content I am looking for.

		<i>Frequency</i>	<i>Percent</i>	<i>Valid Percent</i>	<i>Cumulative Percent</i>
Valid	strongly agree	19	33.3	41.3	41.3
	agree	17	29.8	37.0	78.3
	disagree	2	3.5	4.3	82.6
	strongly disagree	4	7.0	8.7	91.3
	not applicable	4	7.0	8.7	100.0
	Total	46	80.7	100.0	
Missing	System	11	19.3		
Total		57	100.0		

How satisfied are you with the navigation and design? Links are useful and up-to-date

		<i>Frequency</i>	<i>Percent</i>	<i>Valid Percent</i>	<i>Cumulative Percent</i>
Valid	strongly agree	20	35.1	44.4	44.4
	agree	16	28.1	35.6	80.0
	disagree	3	5.3	6.7	86.7
	strongly disagree	2	3.5	4.4	91.1
	not applicable	4	7.0	8.9	100.0
	Total	45	78.9	100.0	
Missing	System	12	21.1		
Total		57	100.0		

How satisfied are you with the navigation and design? Pictures, videos and audios provided are useful and pertinent

		<i>Frequency</i>	<i>Percent</i>	<i>Valid Percent</i>	<i>Cumulative Percent</i>
Valid	strongly agree	20	35.1	44.4	44.4
	agree	12	21.1	26.7	71.1
	disagree	5	8.8	11.1	82.2
	strongly disagree	2	3.5	4.4	86.7
	not applicable	6	10.5	13.3	100.0
	Total	45	78.9	100.0	

Missing	System	12	21.1
Total		57	100.0

Annex 6, Sustainability (Indicators)

Systematic overview of the sustainability of the project, looking at levels and categories of people, results observed, evidence/ potentiality for sustainability and factors influencing the sustainability (Source: Forcefield analysis).

Community level

At the community level we can distinguish:

- Male and female members of CBOs (CDA, cooperative, village council, etc)
- Male and female inhabitants who are not member of the CBOs
- Male and female inhabitants who are member of the local water committees

Result A, B, C:

Male and female members of the local water committees have knowledge and skills about the participatory process and tools, they are aware of the importance of including views of different people, are aware of their rights concerning water, are interested and willing to address water problems, know how to write and submit project proposals know which officials and agencies to approach to solve problems and get funds for projects
Sense of ownership and responsibility towards water issues exists (accountability).
Inhabitants come together to do things collectively and see the value of it.

Our key questions are:

To what extent will the community continue to take responsibility to address water related issues and will this be done in a structural way:

Will the water committees remain functioning as an independent unit?

Will the committees become or remain part of the CBO? Will the CBO remain full responsibility?

Indicators:

1. Structural set up in the community how to address water issues

2. Continued functioning of the water committee i.e.

Implementing/adjusting strategies to achieve vision

Proposal writing and submitting proposals to donors

Existing capital to implement projects in the water sector

Pilot projects that are not-completed or completed projects with a limited number of beneficiaries are continued to include more beneficiaries through looking for funds and linking with supporting agencies.

Established sustainable contacts with officials to solve problems

Participation, more especially of the poor and women as a guiding principle of the way of working of the local committee/CBO

Using participatory tools to address water problems

Positive factors:

Palestine The knowledge and skills provided by the project exist and are available at the different levels in addition to the acceptance of the people .

Jordan: The presence of trainers from the local communities;

Egypt: Availability of trained cadre at all levels of stakeholders capable of diffusing EMPOWERS methodology

Jordan: The adoption of EMPOWERS methodology by Water committees in the CBOs and clubs; The adoption of the methodology by other development organisations such as Zenid and GTZ.

Palestine The people are aware of the benefits of the methodology at targeted area .

Egypt: The desire and conviction of the beneficiaries and marginalized of the necessity to change their conditions;

Egypt: The activation of the role of water users.

Palestine Many CBOs were established as a result of the project and have the will to continue

Jordan The development of a sense of ownership of the project on the part of CBOs and communities;

Egypt Bondage between local communities and governmental institutions and the existence of communication channels;

Egypt The expansion of the CDAs in implementing of EMPOWERS methodology in other projects other than that related to water

Governorate/District level:

At the Governorate/ District level we can distinguish:

- Male and female staff of stakeholders seconded to the Project
- Male and female staff of government and private agencies and (CSO?) intensively involved in the EMPOWERS process

Note: there are differences between the countries

- Male and female staff being members of the G/D level platform

Note: there differences in terms of level and position between the countries

Result B and C:

There is a (limited) number of staff who believe in the approach and they are trained/ have skills to use the approach

There are technical skills (MWIS) – joint data bank

There is cooperation among government (and private) agencies

There is a Governorate / District strategic plan based on a clear vision

Our key questions are:

To what extent will the agencies involved adopt and/or continue to use the EMPOWERS participatory philosophy and tools to plan and manage local water resources more effectively?

To what extent will the established contacts with the local level (vertical linkages) and other agencies at Governorate/District level (horizontal level) last and even be strengthened?

To answer this question we need to know:

What is the present level of institutionalisation and the potential to increase this level? and

What is the potential to change the different organisational elements?

Indicators: (taken from Tichy's model on organisational change) Extent to which:

- policies and actions reflect the concerns of people at the local level and participation of all (male and female) stakeholders is the key guiding principle of policy and practice

- responsibilities, procedures and systems contribute to effectively and efficiently addressing local water resources concerns (in a participatory and gender sensitive way)
- the organisation ensure that staff have the capacities and expertise to address local water resources concerns in a participatory (and gender sensitive) way
- people who are influential in policy making of the organisation support and actively pursue participatory approaches in the planning and management of local water resources with a focus on vulnerable groups
- the organisation ensure that local water resources concerns are seriously taken into consideration in decision making
- the organisation provide freedom and space to staff members to use participatory (and gender sensitive) approaches
- organisational norms and values reflect participation as a guiding principle in the way of working on local water resource planning and management
- the organisational norms and values include cooperation and support among staff and with other stakeholders on local water resource management
- staff members' beliefs and attitudes support (gender sensitive) participation as a key principle of working on local water resource management

Positive factors:

Palestine The knowledge and skills provided by the project exist and are available at the different levels in addition to the acceptance of the people . **Egypt:** Availability of trained cadre at all levels of stakeholders capable of diffusing EMPOWERS methodology

Egypt: The adoption of EMPOWERS methodology by new partners who recently joined the project at the level such as the Federation for the Preservation of the Environment and CEOSS;

Palestine The establishment of Water databank and the access to its data by communities and organisations will play a good role in sustaining the results. **Jordan:** Information Management System project at the which adopted EMPOWERS methodology;

Palestine Number of institutions adopted the methodology (PHG, Qabatia municipality and PARC)

Jordan The approved strategic plans which witnessed the participation of EMPOWERS project representatives;

Jordan The decentralization orientation of the government;

Hindering factors:

Palestine The changing of government officers who were involved and trained by the project. **Jordan** Focusing on directors of directorates in training who are experiencing high turn over;

Palestine Other donors funds which will use other methodology and approach

Palestine The security situation and the mobility restrictions may effect the up scaling of the project. The instability in Palestine (political ,economic and other aspects)

Palestine Lack of funds to spread the approach to other District s and locations. **Egypt:** Unsecured sources of funding leading to the slow down in the expansion of EMPOWERS methodology.

Jordan Lack of funding specially for the Information management project;

National level agencies:

At the National level we can distinguish:

Male and female staff of Governmental and CS stakeholders being members of the NSC
Male and female staff of Governmental and CS stakeholders being members of the PMG
Male and female staff of Governmental and CS stakeholders who attended workshops, conferences, etc.

(there may be an overlap between the categories)

Result about policy change - see Result E

Our key question is:

To what extent will the agencies make efforts to integrate the participatory approach as a guiding principle to their work and adjust policies to include the concerns of the lower levels in their policies and plans?

Indicators:

- policy change
- funding of participatory projects,
- looking for donors using/interested in participatory approaches
- address gender inequality in planning and decision making
- sustained horizontal and vertical contacts established during the Project period

Hindering factors:

Jordan The limited geographic scale of implementation;

Egypt Limited geographic implementation of the project;

Jordan The changes in the policy orientations of donors;

Jordan Lack of adoption of the methodology by decision makers at the national level.

Egypt: Variability in socio-economic conditions, irrigation systems, and land holding arrangements from one area to the other;

Partners:

Increased capacities and experiences in the EMPOWERS approach Increased experiences

Partnership related issues Our key question is:

To what extent will the created relationships between Partners continue in other forms of cooperation or partnerships, thus contributing to the continuation or even spreading of the EMPOWERS approach ?

To what extent are partners interested and pursuing the integration or adoption of (elements of) the EMPOWERS approach in its policy and practice ?

Indicators:

- Agreement of cooperation between former Partners
- Change in policy and/or practice of the Partner
- Further growth of the ETG
- Assuming membership of other partnerships or networks
- Willingness of staff closely involved in the implementation of EMPOWER to use the approach elsewhere after the end of the Project.

Annex 7, Typology of policy influence (Evert Lindquist)

Expanding Policy Capacities

- Improving the knowledge/ data of certain actors
- Supporting recipients to develop innovative ideas
- Improving capabilities to communicate ideas
- Developing new talent for research and analysis

Broadening Policy Horizons

- Providing opportunities for networking/ learning within the jurisdiction or with colleagues elsewhere
- Introducing new concepts to frame debates, putting ideas on the agenda, or stimulating public debate
- Educating researchers and others who take up new positions with broader understanding of issues
- Stimulating quiet dialogue among decision-makers

Affecting Policy Regimes

- Modification of existing programs or policies
- Fundamental re-design of programs or policies

Annex 8, Force field analysis and its outcomes in the tree countries

Forcefield analysis – Assessment of changes due to the EMPOWERS Partnership project in Egypt

I. Identify effects

EMPOWERS has implemented a number of activities to realise its objectives. For instance: workshops, training, taking the various stakeholders through the steps of PWPC, forming platforms of interaction, putting up posters, website, producing working papers and guidelines, cross-country visits, regional exchange, and the like.

We like to know the progress that has been made in terms of effects (= results of the activities as implemented). For example, effects of a workshop refer to what the participants of the workshops do with the knowledge, experiences, skills, etc. as discussed in the workshop.

We are interested in the following categories where change may be noticed:

Capacities (such as capacities to create linkages, using steps of PWPC, facilitation, ...)

Relationships between and among different target groups and stakeholders

Awareness about the benefits of the PWPC/SDCA approach

Awareness about rights and responsibilities

Knowledge about participatory approaches

Interest and willingness to engage in such approaches

Policy change

Organisational culture: adoption of participation as a guiding principle

Behaviour and attitudes

Decision making

Empowerment

What do you do:

List maximum three positive changes for each category as precisely as possible: specify the change/effect and clearly indicate the group or category you talk about: community women, community men, CDAs, district officials, governorate officials, government agencies, officials at national level, and so on. Example: concerning capacities CDAs are now able to write project proposals.

II. Identify factors

List maximum five factors that have positively contributed to the effects observed.

List maximum five factors that have hindered (more) progress or limited the effect.

Examples: project management issues, relations between partners or stakeholders, implementation of activities as planned, skills of implementing staff, consultants hired, relation between implementing staff and officials and community members, contextual factors, etc, etc.

III. Identify factors towards sustainability

The effects are hoped to become sustainable. List maximum five factors which would contribute to sustainability of effects and maximum five factors which would hinder sustainability of effects.

IV. Exchange of outcomes

Discuss the outcomes of your group with the other groups and write the combined outcomes about which you have consensus on a flipchart:

The effects under 'now'

Factors contributing to or hindering progress as 'balloons' or "stones" between start and 'now'.

Factors contributing to or hindering sustainability as 'balloons' or "stones" between 'now' and somewhere in future.

Official Institutions Workshop Outcomes, Beni Suif, Egypt

Categories where Change is Noticed

1) Capacities:

Increase the ability of SDA's to obtain funds from various sources (Ex. Villages getting funded from GEF to deal with gray water).

Increase the ability of stakeholders (governmental and end users) to coordinate among themselves at the district level (regular meetings between end users and governmental officials);

Activate coordination among official stakeholders (flow and exchange of information concerning the activities of official stakeholders);

The acquisition of facilitation skills led to the increase in communication and integration at all levels both vertically and horizontally;

Enhance the ability of local community members to work as one team at the village level;

Obtaining the ability on to plan using EMPOWERS methodology;

2) Relationships within and between different target groups and stakeholders:

Increase the ability of water users and marginalized groups to reach governmental stakeholders;

Exchange of information among water management stakeholders at all levels;

Decrease conflict and enhance cooperation among target groups especially at AL Bahsamon village;

Bypassing bureaucracy and promoting formal and informal coordination among executive stakeholders to resolve problems promptly;

Acquaintance of locals and officials and opening communication channels between them;

3) Awareness of rights and duties:

Recognition of beneficiary target groups of their water rights and the ability to address them to officials; (Example; In Kassab village people demanded that the water level at Tawa canal must be maintained);

The recognition of rights and duties led to behavioral changes of target groups which was reflected in rationalizing water consumption and conservation of water courses;

Increase coordination between governmental stakeholders through platforms, workshops and regular meetings;

Change local communities views of women participation;

Growing sense of neighbors irrigation water rights;

4) Awareness of PWPC/SDCA Approach:

a) Increase the participation of stakeholders and beneficiaries in project planning; (Ex. Coordination between the potable water company and MWRI governorate directorate in the construction of potable water stations);

b) Increased awareness of the importance of information and its exchange as a tool of planning;

c) Increased coordination between MWRI and MOALR with regard to matching irrigation water requirements and crop structure;

d) Raising the awareness about the importance of follow up, monitoring and evaluation throughout the different project cycle.

5) Knowledge of Participatory Approaches:

- a) Increase the ability of target and marginalized groups to identify problems their causes and consequences;
- b) Increased participation between targeted groups and official stakeholders led to more realistic approaches in identifying factors affecting the formulation of visions;
- c) Following EMPOWERS participatory approach led to increased self reliance at the community level and decreased dependence on government officials to solve problems (Ex. The removal of canal dredging byproducts depending on village resources; and the cleaning up of private irrigation ditches along Tawa canal).

6) Interest and Willingness to Engage in such approaches:

The use of EMPOWERS methodology in different domains and locations of government activities, Ex. The implementation of GIS on part of MWRI administration in Beni Suif in other districts; The implementation of EMPOWERS methodology on the Education Development Project in AL-Masharqa village and its success; The implementation of EMPOWERS methodology in the villages of Al Bahsamon, Beni Hany, and Al-Mamaleek in environmental issues and obtaining a fund of L.E. 450,000.00 from GEF.

7) Policy change and organisational Culture:

Taking into account in project planning the complaints of end users and marginalized groups and beneficiaries; (Ex. Going back to the beneficiaries to investigate their views on Selected projects to identify their relevance and importance in solving their problems;

The adoption of participatory methodology at all levels;

Giving the opportunity to intermediate level functionaries to make decisions (ex. The irrigation district engineer of Ehnasia is now solving about 75% of the irrigation problems at the district without referring to higher administrative levels as was the case before;

8) Decision Making:

Issuing the decision to change the source of potable water supply of the village of Manial Hani from the purification station of Badin o hat of Dafshan in response to the desire of and discussion with users;

9) Empowerment:

- a) Increase the level of awareness among the marginalized groups and empowering them to demand their rights;
- b) The empowerment of women and giving them the opportunity to participate in planning and decision making;
- c) The empowerment of middle level administrative staff to make decisions without referring to higher levels of the bureaucratic hierarchy.

Factors Positively Affecting Changes in the Current Situation:

Increased coordination and exchange of information between official stakeholders and between themselves and marginalized groups;

The activation of the participatory role of CDAs and the actualization of the role of the civil society in solving the problems;

Opening channels of communication and exchange of views between participating parties;

Increased cooperation between participants in the project and clarity of vision amongst them;

Increased level of awareness amongst the citizens and other stakeholders.

Factors Negatively Affecting Changes in the Current Situation

Uneven degree of decentralization of official stakeholders;

High turn over in official leadership position;

Resistance to change in governmental institutions and on the part of the civil society;

Overlapping domains of authority and contradictory laws governing the conduct of various institutional entities and within the same entity;

Conflicts; Ex...

Factors Positively Affecting Sustainability

Availability of trained cadre at all levels of stakeholders capable of diffusing EMPOWERS methodology;

Bondage between local communities and governmental institutions and the existence of communication channels;

The expansion of the CDAs in implementing of EMPOWERS methodology in other projects other than that related to water;

The desire and conviction of the beneficiaries and marginalized of the necessity to change their conditions;

The adoption of EMPOWERS methodology by new partners who recently joined the project at the governorate level such as the Federation for the Preservation of the Environment and CEOSS;

The activation of the role of water users.

Factors Negatively Affecting Sustainability

Limited geographic implementation of the project;

Variability in socio-economic conditions, irrigation systems, and land holding arrangements from one area to the other;

Unsecured sources of funding leading to the slow down in the expansion of EMPOWERS methodology.

Forcefield analysis – Assessment of changes due to the EMPOWERS Partnership project Palestine and Jordan

I. Identify effects

EMPOWERS has implemented a number of activities to realise its objectives. For instance: workshops, training, taking the various stakeholders through the steps of PWPC, forming committees, putting up posters, website, producing working papers and guidelines, cross-country visits, regional exchange, and the like.

We like to know the progress that has been made in terms of effects (= results of the activities as implemented). For example, effects of a workshop refer to what the participants of the workshops do with the knowledge, experiences, skills, etc. as discussed in the workshop.

We are interested in the following categories where change may be noticed:

Capacities (such as capacities to create linkages, using steps of project cycle, facilitation, ...)

Relationships between and among different end-users, beneficiaries and stakeholders
Awareness about rights and responsibilities
Interest and willingness to engage in such approaches
Organisation: adoption of participation as a guiding principle
Decision making at different levels

What do you do:

List maximum two positive changes for each category as precisely as possible: specify the change/effect and clearly indicate the group or category you talk about: community women, community men, CBOs, governorate officials, government agencies, officials at national level, and so on. During the discussion give examples to illustrate the change.

Example: concerning number 3: awareness about right and responsibilities: community members in 2 communities take responsibility to deal with the existing shortage of water. Example: water meters were placed and although the members' water bill was higher they were happy about the project.

II. Identify factors

List maximum four factors that have positively contributed to the total of the effects observed.

List maximum four factors that have hindered (more) progress or limited the effect.

Examples: project management issues, relations between partners or stakeholders, implementation of activities as planned, skills of implementing staff, consultants hired, relation between core team and officials and community members, contextual factors, etc, etc.

III. Identify factors towards sustainability

The effects are hoped to become sustainable. List maximum four factors which would contribute to sustainability of effects and maximum four factors which would hinder sustainability of effects.

IV. Exchange of outcomes

Discuss the outcomes of your group with the other group.

Outcomes of the Force field Analysis - Palestine - Jenin-11/6/2007

Positive changes:

1:1 Capacities:

Number of community members and representatives of CBOs were able to understand the water problems and issues related through good knowledge of using problem trees, for example 6 persons in Maithaloun are able to use the participatory tools in correct way, in Addition that number of officials involved in the project are able to use theses tools inside their ministries. A government Cadre gained a facilitation skills and communication skills with the community.

1:2 Relations among different stakeholders:

A common understanding for the different roles of different stakeholders, Also the relation became base on active dialogue , for example in Arraneh Village (the community was blaming the village council for the lack of absence of license to establish an internal network , while the VC Blames the PWA, during the platform discussions , it was obvious that the VC was unaware of the procedures should be followed due to lack of communication between PWA and the village council.

The coordination among the government ministries involved in the project , was strengthening , which facilitate the decision making and exchange of information, for example the data flows from different ministries to Data Base was efficient and fast.

1:3 Awareness of rights and responsibilities

the citizen at the communities got the knowledge and the information about water issues, and became aware of rights and responsibilities as well as causes of the problems, For example the people in Qabatia now aware of the changing color of water.

The community in Kufr Dan aware of the role of Joint service council for water role which minimize the conflict between the people and the council regarding the water supply and recognize that the shortage of supply due to not fulfilling the responsibilities of water bills payments.

The awareness among women have been increased regarding water consumption , Women in Qabatia aware of the quantity of their water consumption.

1:4 Interest and willingness for of approach adaptation;

In local level the Qabatia municipality adopted this approach in developing its strategy and come out with action plans for all municipal departments, also upon the request of Ministry of Agriculture and PWA , the team presented the approach to the ministries staff as well as Environment Authority.

In country workshop , a big NGO (PARC) and MoLG asked to apply the methodology to other districts.

In Jalboun , the community asked CARE to apply Empowers methodology for its projects in the village.

1:5 Methodology adaptation in other organisations:

PHG adopted the participatory tools for its strategy for the coming 5 years including projects implementation modalities.

In local level , municipality of Qabatia adopted the approach.

1:6 Participation in decision making:

the communities became more participation in identifying their problems, needs and solutions (the people in Jalaboun decided to change the pilot project from sewage tank to cisterns.

The marginalized people became more influence in decision making on the local level (Qabatia women succeeded to change the pilot project against the municipality well.

Factors Positively Affecting the Project

The pilot projects were one of the positive factors to understand the methodology and attract the communities.

Well trained and committed staff (Empower staff)

The participation methodology was accepted by the community and was close to their culture.

Facilitations provided by the ministries to the project .

A large number of stakeholders and partners contributed to the successful of the project .

Factors Negatively Affecting the Project

Occupation and the closure

Conflict of interests

Limited budget allocated to pilot projects

The limited time available for the communities to participate (Busy in their farms and businesses.
The use of English language in training materials , reports, website at the beginning.

Factors Positively Affecting Sustainability

The knowledge and skills provided by the project are existed and available at the different levels in addition to the acceptance of the people .

Number of institutions adopted the methodology (PHG, Qabatia municipality and PARC)

The people are aware of the benefits of the methodology at targeted area .

Many CBOs were established as a result of the project and has the well to continue

The establishment of Water databank and the access to its data by communities and organisations will play a good role in sustaining the results.

Factors Negatively Affecting Sustainability

The changing of government officers who were involved and trained by the project.

Other donors funds which will use other methodology and approach

The security situation and the mobility restrictions may effect the up scaling of the project.

The instability in Palestine (political ,economic and other aspects)

Lack of funds to spread the approach to other districts and locations.

Outcomes Force Field Analysis in Jordan

Capacity Building

a) At the Partners Level:

- 1- Preparation of project of project proposals;
- 2- Training in planning;
- 3- Fund raising and facilitation processes;
- 4- Follow up and evaluation
- 5- Communication Skills;
- 6- Management of development projects;
- 7- Increased ability to reach marginalized areas.

b) AT the Community Level:

- 1- Increased their ability to reach governmental officials;
- 2- Increase their ability to organize and to work collectively;
- 3- Increased their awareness of their rights and duties;
- 4- Increased their ability to recognize their own problems;
- 5- Increased their ability to train others using EMPOWERS methodology.

Relationships between stakeholders:

- 1- Raised the level of cooperation between stakeholders to solve the local community problems while avoiding the overlap of authorities and duties and encouraged exchange of information and complementary relationships rather than competitive ones;
 - 2- Increased the level of cooperation between governmental stakeholders and local communities and removed the barriers between them;
 - 3- Transforming the coordinated decisions on the governorate level into practical and field procedures;
- 3) Awareness of rights and duties:

At the Community Level:

- 1) increased the level of local community recognition of the abilities of the governmental institutions; and made their demands and expectations from them more realistic;
- 2) Raised the ability to identify the causes of a given problem (Ex. The storage capacity in Umm Ayiash);
- 3) Increased the level of awareness of the importance of water and the priorities of its usage
- 4) opened a platform for the marginalized to express their views;

At the stakeholder's level:

- 1) Government circles became aware of their roles;
- 2) Increased the number of working hours in order to know the facts and the problems of the local communities;
- 3) Participation in resolving problems on the part of the representatives of the various government circles;
- 4) Shift from centralization in project implementation into decentralization in planning and execution;
- 5) The generalization of the methodology on the part of the government officials on other population agglomerations and groups (Water users groups for example).
- 6) The use of EMPOWERS methodology in other projects such as the Social Rehabilitation Project and Early Examination in the village of ZAY;
- 7) Stakeholder analysis and their roles.

Interest and Willingness to Engage in such approaches:

- 1) raised the ability of local communities to solve their own problems;
- 2) The demand of other communities to participate in the project;
- 3) Reinforced the value of collective work and participating with the community and made them aware that it is not a matter of social eloquence;

Institutions and organisations which adopted EMOWERS methodology:

- 1- The development of relationships between the institutions and organisation which adopted the project;
- 2- The involvement of some members of the CBOs in the advisory councils in the field of ?????? Zenid/GTZ and Dair Al Ula municipality (plastic refuse).
- 3- the adoption of organisations active in the field of community development of their demands as in the case of Dmia Club;
- 4- The Adoptin of IUCN project of water quality Improvement in Al Zarqa River Basin of EMPOWERS methodology;
- 5- Balqa Governorate strategy.

Decision making:

- 1) The participation of all stakeholders in formulating of Al Balqa Governorate water strategy including CBOs;
- 2) the joining of forces of both the local community and the CBOs in making decisions that are important to the village;
- 3) The addition of water resource management to the list of CBOs activities (ex. Potable water network in the village of Damia; and opening membership to men in Umm Ayiash Women society.

Factors Positively Affecting the Project

Royal directives to activate the role of governorates to achieve decentralization;
Learning through work and continuous training;
The realistic approach of the project gave
The existence of technical trained and qualified cadre;
The conviction of the working devoted team and their belief in the project goals helped in accepting the local community of the project;
Housing the project in the governorate building;
The applicability of the project since it is derived from the real needs of the citizens.

Factors Negatively Affecting the Project

Local communities pressure to obtain fund;
The difficulty in convincing the local communities of the importance of voluntary work;
The belief on the part of the communities that the water problem is a government problem and not their own;
The absence of any previous projects like EMPOWERS;
The multiplicity of the duties of EMPOWERS employees (planners, implementers, facilitators and funding at the same time);
Frustration of local communities due to the long lag between planning and implementation.

Factors Positively Affecting Sustainability

The adoption of EMPOWERS methodology by Water committees in the CBOs and clubs;
The approved strategic plans which witnessed the participation of EMPOWERS project representatives;
The decentralization orientation of the government;
Information Management System project at the governorate which adopted EMPOWERS methodology;
The development of a sense of ownership of the project on the part of CBOs and communities;
The presence of trainers from the local communities;
The adoption of the methodology by other development organisations such as Zenid and GTZ.

Factors Negatively Affecting Sustainability

Focusing on directors of directorates in training who are experiencing high turn over;
Lack of funding specially for the Information management project;
The limited geographic scale of implementation;
The changes in the policy orientations of donors;
Lack of adoption of the methodology by decision makers at the national level.

Annex 9, Pilot Projects

COMPLETE OVERVIEW OF ALL PILOT PROJECTS IN EMPOWERS

Pilot projects in old and new communities in Beni Sueif Governorate in Egypt

Community	Pilot Project	Responsible community organization	Funding (EMPOWERS or others)
Ehnsasia City	Pilot modalities for awareness raising around maintenance and water use of mesqas inside the city	Community Developm. Association (CDA)	EMPOWERS
El Masharqa	<ol style="list-style-type: none"> 1) Community mobilization for collective sewage and solid waste collection system 2) Enhance potable water network maintenance and control 3) Activate WUA for one mesqa and provide real solutions to Irrigation Improvement Project 4) Increase number of people connected to potable water services 5) Establishments of valves on the main water network to assist in resolving water cut problems upon maintenance 6) Hold a study that looks for best solutions to solid and liquid waste disposal systems in village 	<ol style="list-style-type: none"> 1) CDA 2) CDA, Women Group, PWA 3) CDA, Farmer Group, MWRI 4) CDA, PWA, women group 5) CDA, PWA 6) CDA, Environmental Department 	<ol style="list-style-type: none"> 1) EMPOWERS 2) EMPOWERS, PWA 3) EMPOWERS, MWRI 4) EMPOWERS + CDA 5) EMPOWERS + PWA 6) EMPOWERS
Manshe't Kassab	<ol style="list-style-type: none"> 1) Connecting poorest households to drink water network on a loan basis 2) Rehabilitation of village septic tanks using revolving loans 3) Establishing a liquid waste collection system (through collective transportation/tractor) 4) An awareness campaign to conserve water and protect it from pollution 5) Management system for solid waste 	<ol style="list-style-type: none"> 1) CDA 2) CDA, 3) CDA, Env. Dept 4) CDA, Women and Farmer Group 5) CDA, Farmer Group 	<ol style="list-style-type: none"> 1) EMPOWERS + PWA 2) EMPOWERS + CDA 3) EMPOWERS 4) CDA, + EMPOWERS 5) EMPOWERS
Bah Samoon	<ol style="list-style-type: none"> 1) Tackling the sewage problems to reduce water tables and enhancing the environment by grey water system. 2) Revolving fund program to increase access to potable water for village members 	<ol style="list-style-type: none"> 1) CDA, Env. Dept, PWA, Water Table Group 2) CDA, PWA, Women Group 	<ol style="list-style-type: none"> 1) EMPOWERS + GEF + CDA 2) EMPOWERS + CDA
Mamaleek	<ol style="list-style-type: none"> 1) Tackling the sewage problems to reduce water tables and enhancing the environment (Establishment of Grey Water System) 2) Revolving fund program to increase access to potable water for village members 3) Establishment of a solid and liquid waste management system 	<ol style="list-style-type: none"> 1) CDA, Environment Department, PWA, water table group 2) CDA, PWA, Women group 3) CDA, Environment Department 	<ol style="list-style-type: none"> 1) EMPOWERS, GEF, Communities 2) EMPOWERS, Communities 3) EMPOWERS
Manyal Hani	<ol style="list-style-type: none"> 1) Tackling the sewage problems to reduce water tables and enhancing the environment (Establishment of Grey Water System) 2) Revolving fund program to increase access to potable water for village members 3) Establishment of a solid and liquid waste management system 	<ol style="list-style-type: none"> 1) CDA, Environment Department, PWA, water table group 2) CDA, PWA, Women group 3) CDA, Environment Department 	<ol style="list-style-type: none"> 1) EMPOWERS, GEF, Communities 2) EMPOWERS, Communities 3) EMPOWERS

Pilot projects in old and new communities in Jenin Governorate in Palestine

Community	Pilot Project	Responsible community organization	Funding (EMPOWERS or others)
Qabatya	<ol style="list-style-type: none"> 1) Raising awareness on water use in women groups, reducing un-accounted water losses by installation of another type of water meters in households at a pilot scale and training municipality staff. 2) Study and redesign of the municipality water network. 3) Installing water meters at agricultural wells to organize and account for use of irrigation water for farmers not having a well. 4) Constructing of metallic water reservoirs for harvesting rain water from the roofs of green houses and other micro-catchment areas and study technical, economic and environmental effects and advantages 	<ol style="list-style-type: none"> 1) Municipality 2) Municipality, PWA 3) Farmer Group, MoA 4) Farmer Group, Municipality + EMPOWERS Local committee 	<ol style="list-style-type: none"> 1) EMPOWERS + Municipality 2) EMPOWERS + Municipality 3) French Consulate 4) EMPOWERS through the French Consulate
Maithaloon	<ol style="list-style-type: none"> 1) Access to save drinking water in primary schools by cisterns 2) Improve access to water and decrease the cost of water by vulnerable people while taking into account equity in water distribution (collective means of transport) . 	<ol style="list-style-type: none"> 1) School management + Municipality Council 2) Charitable society+ Local Water Ctee , PWA, MoA 	EMPOWERS + Municipality
Jalboon	<ol style="list-style-type: none"> 1) Providing access to safe drinking water to poorest families by cisterns 2) Constructing of metallic water reservoirs for harvesting rain water from the roofs of green houses and other micro-catchment areas and study technical, economic and environmental effects and advantages. 	<ol style="list-style-type: none"> 1) Village Council 2) Village Council + Local Water Ctee 	EMPOWERS
Araneh	Providing access to safe drinking water to poorest families by HH rain water harvesting cisterns	Village Council + Local Water Ctee	EMPOWERS
Beit Qad	Improve access to water and decrease the cost of water by vulnerable people while taking into account equity in water distribution (collective means of transport)	Village Council	EMPOWERS + Village Council
Kufr Dan	Improve environment situation for children and have access to safe water by construction of school sanitary unit	Municipality + Local Water Ctee	EMPOWERS + Municipality Council

Pilot projects in old and new communities in Balqa Governorate in Jordan

Community	Pilot Project	Responsible community organization	Funding (EMPOWERS or others)
Subaihi	1) Community organization for better agricultural water resource management 2) Community Led Domestic Water Management (Water harvesting techniques) 3) Community Led Water Management project (Rehabilitation of two springs)	1) Subaihi Voluntary Society 2) Arqoub Rashed Cooperative Society 3) Subaihi Voluntary Society	1) EMPOWERS 2) Mercy Corps + EMPOWERS 3) Neth. Embassy + EMPOWERS
Rwaiha	1) Establishment of Rwaiha Cooperative Society for water use & management 2) Replicable Technologies for Better Water Management (revolving fund for water management and agricultural purposes)	1) Dir Alla Municipality 2) Rwaiha Cooperative Society	EMPOWERS
Um Ayash	1) Community organization for drink water provision to underprivileged households 2) Improve domestic water management (increased drinking water storage capacity and suitable sewage cesspits)	Saydat Um Ayash Women Cooperative Society	1) EMPOWERS 2) GEF + EMPOWERS
Rmaimain	Community organization for better agricultural water resource management; (irrigation canals rehabilitation)	Rural Women Development Society	EMPOWERS
Tal Mantah	Introducing new water management techniques	Twal Al-Janoubi Voluntary Society	EMPOWERS
Damia	Community organization for better Irrigation water management	Damia Youth Club	EMPOWERS
Bayouda	Community organization for better agricultural & domestic water resource management Project (Revolving Fund)	Abd Al-Rahman Bin Aouf Voluntary Society	Mercy Corps + EMPOWERS