

Palestinian Red Crescent Society

Organisational Development

**Review of the programme supported by
Norwegian Red Cross and Swedish Red Cross
2006 – 2011**

Review Period 16 – 24 September 2011

January 2012

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Palestine Red Crescent Society (PRCS) Organizational Development (OD) Review

Dates	16 – 24 September 2011
Reviewers	Anne Merete Bull, OD Senior Advisor, Norwegian Red Cross Anders Sjöstrand, OD Officer, Swedish Red Cross
Destination	Ramallah and Jerusalem, Palestine
Purpose	<ul style="list-style-type: none">• To assess to what extent the OD support has been conducive in increasing the capacity to deliver effectively and efficiently to the most vulnerable in Palestine, as well as contribute to the sustainability of the PRCS and the continuity of the programs.• To document the lessons learnt: what worked well and what can be further improved.• To review the current situation of PRCS and its organizational development, in a way that can be useful for developing baseline data as well as discussing future support and direction of the OD program
Methodology	<ul style="list-style-type: none">• Background and reference materials• Questionnaire• Interviews – Meetings log - annex 1• Follow up discussions and clarifications with PRCS Director of OD & Secretariat• Validation of findings according to documents and interviews• Debriefing and follow up discussions• The review is requested by PRCS to be followed up by a meeting/workshop/seminar
Annexes	<ul style="list-style-type: none">• Annex 1 – People met• Annex 2 – Reference documents• Annex 2 – Terms of Reference

Appreciations

The review team would like to thank the PRCS HQ Department Directors for their valuable contribution to the review and for giving time and priority to the discussions under current situation at the time of the review. A special thank you to Khalida Al Saifi for the comprehensive introduction to the PRCS OD processes, for all documents provided, for support and patience and for being available around the clock. Also Henrik Herber should be mentioned, being responsible for a well organised mission.

Executive summary with key recommendation

Purpose of the review

This mission was undertaken to assess to what extent the Norwegian and Swedish Red Cross' (RC) support to Palestinian Red Crescent Society (PRCS) organisational development processes has been conducive in increasing the capacity to deliver effectively and efficiently to the most vulnerable in Palestine¹, as well as contribute to the sustainability of the PRCS and the continuity of the programmes.

The intention was also to understand what worked well, what can be further improved as well as reviewing the current situation of PRCS and its organizational development, in a way that can be useful for developing baseline data as well as discussing future support and direction of the OD program.

Methodology and limitations

This report reflects a combination of desk review and mission findings mainly based on interviews and discussions with the PRCS Department Directors and Director of OD & Secretariat. Meetings were also carried out with the Federation Country Representative, the International Committee of Red Cross (ICRC) Cooperation Delegate and present Participating National Society (PNS) representatives.

Verification/cross-checking of findings have only been possible to a limited extent. The review team visited one branch only, Jerusalem, partly due to the limited period available for the review.

Several essential documents were not available in advance of the visit to the National Society. The reports provided to the review team from the period 2006 – 2008 gave not sufficient information for the purpose of this review.

Further, due to the overall PRCS decision to change from an OD programme approach to a mainstreamed OD process approach (see 4.1.), strategic plans, logical frameworks (including indicators) and plans of action covering the period from 2009 had been revised with the result that objectives and indicators were changed and that timeframes were inconsistent and overlapping.

Although PRCS Gaza and PRCS Lebanon are included in the OD interventions supported by the Norwegian and Swedish RC, the review team can not judge any outcome as the two branches were not visited.

As the Norwegian/Swedish RC Financial Capacity Assessment was planned for December 2011 financial matters were not included in this review and are only briefly mentioned in the report.

Key findings and recommendations²

PRCS has over many years focused on the importance of OD in order to become stronger and more well-functioning for the purpose of further developing the ability to respond efficiently to the needs of the Palestinian population. Although the difficulty of verifying concrete results, the review team has the clear impression that milestones are reached and that the ongoing development processes will bring PRCS further on the road to fulfil the OD Strategy programme goal.

PRCS Strategy 2005 – 2010, was adopted by the General Assembly in 2005 and revised in 2009³. In 2012 PRCS will start the process of developing the strategy for the coming period. In order to maximize the effect of mainstreaming OD processes an overall recommendation is that the PRCS reflects on the previous year's achievements, identifies current gaps and areas for further development effort. One possibility could be

¹ PRCS Integrated Organisational Development Strategy 2010 – 2013: Programme Goal

² Recommendations are given without taking into account available funding.

³ According to information received the revised strategy covers 2009 – 2011

that PRCS consider using the Federation Organisational Capacity Assessment Tool⁴ for the purpose. In order to ensure that the new strategy is operationalised coherently in the HQ and branches as well as across the Headquarters (HQ) departments, the overall strategy process has to be followed by simultaneous and corresponding processes at all levels.

Especially in unstable contexts, such as Palestine, achieving measurable results of OD change processes often takes more time than expected as responding to the day-to-day situation requires the full attention. It is obvious that PRCS and the Norwegian RC were far too ambitious in 2006. The expected results identified were unrealistic to achieve within the set timeframe even if professional competence to support the process had been put in place. However, the fact that necessary system development actions identified at that time are still not implemented in 2011 is not acceptable. For future possible cooperation the review team will emphasize the need for PRCS to strengthen the commitment in order to ensure timely implementation according to realistic and agreed plans.

In 2010 Ernst & Young was contracted for conducting a system audit targeting the Finance and the Administration Departments. The system audit report is not shared with the Norwegian and Swedish RC, as PRCS regards the results as being internal. According to the information given to the review team, based on the audit results PRCS was in the process of developing and/or revising administration and finance procedures, manuals and guidelines, as well as revising the job descriptions for the two departments. The work was expected to be finalized by the end of November 2011.

The review team was provided no examples of systematic monitoring even though a revision and evaluation of current monitoring system was included in the logframe for 2009. It seems that top management representatives have conducted monitoring visits to the branches, but to the review team's knowledge findings and follow-up recommendations are not recorded, and definitely not reported on to the supporting partners.

What can be read from these reports is that organisational development processes involve those concerned. PRCS will apparently benefit from this participatory approach when revised and new procedures are to be put in place.

Although training has been conducted in the Project Management Cycle, there is, for several reasons, a need for further improvements of planning, monitoring and reporting. Firstly, a result based approach will give the tool for documenting achievements and allow PRCS to take action if expected results are not reached, secondly the current reporting does not meet the expectations of the Norwegian and Swedish RC, as well as the back-donors.

Based on the information received and the fact that the only branch visited apparently is one of the strongest, it was difficult to get a clear understanding of how independent from the HQ the branches and sub-branches operate in fields such as decision making authority, volunteer management etc. However, it is a clear impression that PRCS is developing into a more decentralized organisation by clarifying and strengthening the role of the branches. The implementation of the revised bylaws and the revision of the PRCS Strategy will give a window for taking this process further.

In the report observations and specific recommendations are raised both to the specific performance related to implementation of the Norwegian and Swedish RC supported organisational development programme as well as issues related to the entire organization. Regarding the latter, the review team will

⁴ Ref. Strategy 2020, Framework and Principles for Strong National Societies, Organisational Capacity Assessment and Certification (OCAC)

specifically mention that PRCS has given special priority to gender by establishing the Gender Committee with the mandate to develop a gender strategy.

1. Introduction

PRCS is an independent entity with the mandate to assist the most vulnerable in Palestine (West Bank and Gaza), and the Diaspora. In addition to the 34 branches and sub-branches within the Palestinian territories PRCS has branches in Egypt, Lebanon, Syria, and Jordan.

The National Society is known for its services in the scope of emergencies. By means of paid staff and volunteers PRCS provides emergency medical services (first aid and ambulances), public health care (hospitals and health centres), psychosocial support, social care, rehabilitation for physically and mentally disabled. Community based volunteer activities covers health and disaster risk reduction, and youth are actively involved in summer camps and other activities for children.

The key Red Cross Red/Crescent (RC/RC) Movement partners are the IFRC, the ICRC and the sister societies in Denmark, Germany, Italy, Norway, Sweden and Qatar.

PRCS is actively pursuing partnerships with organizations and the private sector. As an example, the Jerusalem branch is supported by the Islamic bank, European Union and the Welfare association of Kuwait.

The goal of the PRCS OD programme is *“improved organizational capacities of the PRCS have a direct positive impact on the quality and the quantity of the services it provides to the most vulnerable.”*

In the period 2009 - 2011, the objective of the OD program is *“to increase the efficiency and effectiveness of governance and operational systems”*.

The OD program has been oriented towards:

- Strengthening governance and management
- Improving systems, structures and routines
- Improving planning, monitoring and evaluation processes
- Branch development

The Norwegian RC has supported the PRCS OD program since 2006, and the Swedish Red Cross (SRC) joined the partnership from 2009. Over a six year period (2006-2011) the two have supported PRCS organisational development with nearly 1 million USD:

Year	Amount
2006	214,000 USD
2007	244,000 USD
2008	200,000 USD
2009	100,000 USD
2010	100,000 USD
2011	100,000 USD
Total	958,000 USD

Additional support has been provided by Norwegian RC to the PRCS Lebanon OD program during these years (contributions not included in the table above). The ICRC and the IFRC have also supported the OD programme.

2. Purpose of the review

The review was commissioned by Swedish and Norwegian RC, and will serve as an update on the current situation and guidance for the direction for future support. Terms of Reference was developed together with PRCS to ensure the review to be equally relevant to the needs and interests of PRCS. Review objectives:

- To assess to what extent the OD support has been conducive in increasing the capacity to deliver effectively and efficiently to the most vulnerable in Palestine, as well as contribute to the sustainability of the PRCS and the continuity of the programs.
- To document the lessons learnt: what worked well and what can be further improved.
- To review the current situation of PRCS and its organizational development, in a way that can be useful for developing baseline data as well as discussing future support and direction of the OD program

3. Methodology and limitations

This report reflects a combination of desk review and mission findings mainly based on interviews and discussions with the PRCS Department Directors and the Director of OD & Secretariat. Meetings were also carried out with the Swedish/Norwegian RC Regional Representative and Programme Adviser, the Federation Country Representative, the ICRC Cooperation Delegate and present PNS representatives. Preliminary review findings were presented to PRCS in a debriefing session the last day of the mission. General Director, four department directors, Director of OD & Secretariat and the Swedish/Norwegian RC Programme Adviser participated and contributed with valuable clarification and comments.

Verification/cross-checking of findings have only been possible to a limited extent. The review team visited one branch only, Jerusalem branch, partly due to the limited period available for the review, partly due to periodic movement restrictions caused by the Palestinian President Abbas' visit to the United Nations (UN). A review of the PRCS CBHFA⁵ programme supported by Norwegian and Swedish RC was carried out at the same time. This allowed fruitful discussions to feed into both reviews, and gave also to some extent this review team the possibility to cross-check information concerning branch and volunteer structures, as well as community based activities.

Several essential documents were not available in advance of the visit to the National Society, but were provided by request during the mission. The reports provided to the review team from the period 2006 – 2008 gave not sufficient information for the purpose of this review. In consultation with the Norwegian and Swedish RC programme coordinators it was decided to base the review on plans and logframes from 2009 and ahead.

Further, due to the overall PRCS decision to change from an OD programme approach to a mainstreamed OD process approach (see 4.1.), strategic plans, logframes (including indicators) and plans of action covering the period from 2009 had been revised with the result that objectives and indicators were changed and that timeframes were inconsistent and overlapping.

Although PRCS Gaza and PRCS Lebanon are included in the OD interventions supported by the Norwegian and Swedish RC, the review team can not judge any outcome as the two branches were not visited.

As a Norwegian/Swedish RC Finance Capacity Assessment was planned for December 2011 financial matters are only briefly included in this review.

⁵ Community Based Health and First Aid

4. Review findings

4.1. Programme implementation and achievements

As any organization aiming at being dynamic and relevant in accordance with expressed mission, PRCS has over the years had focus on organisational development. OD is included in PRCS overall strategic plans, and based on these directions specific periodic and yearly plans have been developed. The *PRCS Consolidated Plan of Action 2006 – 2008* as well as the 2009 revision, *PRCS Strategy 2005 – 2010*, define OD as specific programme/strategic area. However, in order to raise the internal understanding that OD is a continuous work involving all departments and levels of the organization, it was decided to shift from a programme approach to an integrated (mainstream) approach, leading to the development of PRCS Integrated Organisational Strategy 2010 – 2012. According to information received, all department strategies/plans were revised accordingly, confirmed to the review team by the Disaster Management (DM) plan only. In the discussions the review team got the impression that the understanding of the concept Integrated OD Approach varies and is not considered equally important within the organization.

As far as the review team understands the managerial responsibility for OD has been positioned at different organisational levels over the years. Currently OD is placed in the Planning and Development Department with the Director being responsible for implementation. Director of OD & Secretariat (reporting to the Director of Planning and Development) is the technical position to carry the OD processes forward, ensure coherence, initiate necessary training, as well as follow-up and monitor the activities according to overall plans.

In line with the overall principle that it is the national society itself that has the ownership and must be in the lead of organisational development processes, the Norwegian RC support (2006 – 2008) and the Norwegian and Swedish RC support (2009 – 2011) have directly supported to PRCS overall strategies and plans. Logical frameworks elaborate expected results and timeframes in line with *PRCS Consolidated Plan of Action 2006 – 2008*. The reports provided to the review team from this period gave not sufficient information for the purpose of this review apart from showing that compared with the expected results outlined in the logframes and the extent of funding received from Norwegian RC (USD 658,000) the achievements must be considered as poor. It is obvious that PRCS and the Norwegian RC were far too ambitious in 2006. The expected results identified were unrealistic to achieve within the set timeframe even if professional competence to support the process had been put in place. However, the fact that necessary system development actions identified at that time are still not implemented in 2011 is not acceptable. For future possible cooperation the review team will emphasize the need for PRCS to strengthen the commitment in order to ensure timely implementation according to realistic and agreed plans.

As mentioned in chapter 3, the shift of OD approach resulted in revision of plans and logframes with inconsistent timeframes. The prevailing guiding documents are PRCS Integrated Organisational Development Strategy 2010 – 2013 with four crosscutting strategies; Leadership and management, Processes and Systems, Human Resources, Planning and Programme Management. Although quarterly and yearly reports are available for the period 2009 – 2011, it was difficult for the review team to relate the reporting to the plans. Further, the defined project indicators as well as the reporting are mainly activity-based. A lot of meetings have been arranged in the branches, but apart from “where, when, who”, the meeting objectives and to some extent wrap-up issues that were in need to be discussed further, the reports give no information on the outcome (what was actually achieved?). Consistent and coherent plans

for the entire organization including all departments and branches are a prerequisite for and facilitate consistent and coherent reporting, especially when OD is considered cross-cutting.

The review team was provided no examples of systematic monitoring even though a revision and evaluation of current monitoring system was included in the logframe for 2009. It seems that top management representatives have conducted monitoring visits to the branches, but to the review team's knowledge findings and follow-up recommendations are not recorded, and definitely not reported on to the supporting partners.

What can be read from these reports is that organisational development processes (see below and 4.3. Branches) involve those concerned. PRCS will apparently benefit from this participatory approach when revised and new procedures are to be put in place.

In 2010, as a result of slow implementation, the lack of results, and insufficient finance systems hampering the transfer of funds, and based on a SWOT⁶ rapid assessment, it was decided to bring in external expertise to support PRCS, funded by the Norwegian and Swedish RC contribution for the year. Ernst & Young was contracted, and a system audit targeting the Finance and the Administration Departments was carried out. By the end of October 2010 Ernst & Young provided a plan for the audit follow-up. The system audit report is not shared with the Norwegian and Swedish RC, as PRCS regard the results as internal. However, the follow-up plan indicates the areas PRCS have to give special attention in order to develop this part of the organization. According to the information given to the review team, PRCS was in the process of developing and/or revising administration and finance procedures, manuals and guidelines, as well as revising the job descriptions for the two departments. The work was expected to be finalized by end of November 2011, thus the concrete results could not be reviewed at the time of this mission. However, recognizing that procedures and guidelines alone make no change, the review team will emphasize that training of all relevant staff is crucial to succeed.

Further to improve and strengthen the financial systems, PRCS has contracted Ernst & Young for the internal audit function, and appointed an internal contact person, reporting directly to the President and Ernst & Young.

4.2. Organisational HQ structure

PRCS had recently changed the organisational structure. Four departments are established: Plan & Development, Operation, Finance, Administration, all programmes being gathered in Operation Department. The top management was strengthened with the position General Director. The new organisational structure and the role and responsibility description of the new position were expected to be finalized November 2011.

Lack of coordination between departments and programs had previously been identified and raised as an important issue for the National Society. The new organisational structure might be a measure to improve communication and coordination. The HQ has also responded to the problem by introducing regular (every second or third week) information and coordination meetings with program managers.

As mentioned above, the position ensuring the OD processes is organisationally placed under the Planning and Development Director. Theoretically this could make sense. However, when taking into account the great efforts needed to bring the development processes further, not only at HQ level, but also at branch level, and the need for the overall leadership to give the OD integrated approach the necessary formal

⁶ SWOT: Strengths, Weaknesses, Opportunities, Threats

authority, PRCS could benefit from having the OD position reporting directly to the governance/top management level⁷, a set-up found the most suitable and effective by other national societies. It should also be mentioned that the current position is not dedicated full time to OD, but also covers President Secretariat functions.

4.3. Branches and sub-branches

PRCS has 34 branches and sub-branches. The year of recognition determines whether the unit is named branch or sub-branch, both having the same organisational status.

As for the West Bank the branches/sub-branches are not completely covering the territory geographically. Most likely PRCS does not reach all vulnerable communities with community based services/activities. This review was not meant to do any branch assessment, and only one branch was visited, but information indicates that there is great variety between the branches with regard to capacity.

At the time of the mission the Director of OD & Secretariat had initiated a branch mapping. The questionnaire was available in Arabic only, but it is the review team's impression that this mapping could serve as the departure for a more thorough assessment of selected branches if PRCS coming strategy (to be developed in 2012), gives special priority to branch expansion and development.

As outlined in the PRCS overall strategy the ambition of the National Society is to strengthen the entire organisation to make it more effective, efficient and sustainable. Decentralization of responsibilities and decision-making is essential for fulfilling the RC/RC mandate and creating ownership and capacity building will contribute to building strong branches.

The 2009 – 2011 reports indicate that the National Society has actively empowered the branches by involving them in various participatory processes such as developing the finance/administration systems and the branch bylaws. These new bylaws, to be adopted shortly after the review took place (the 28 September 2011), intend to streamline the branches roles and responsibility.

However, good examples were presented to the review team illustrating that PRCS is aiming at decentralize responsibility to the branches. During the mission, the 18th of September, a contingency planning meeting between the HQ and the branches took place preparing for possible upcoming demonstrations in relation to Palestinian President Abbas' visit to the UN. The branches presented their plans developed locally; these were then discussed and coordinated. From several informants this meeting was presented as the concrete example of increased responsibility given to the branches; the prior role of the branches was to execute plans developed by the HQ. A second example given was that the Youth Committees will be under the responsibility of the branches, in the past they were organized directly under the Youth Department. Coordination and management of volunteers is a third example (see 4.5.). From the information received it seems that the HQ DM department has moved the longest in decentralizing responsibility to the branches.

ICRC has supported PRCS in OD since 2010. In partnership ICRC and Danish RC will support volunteering and youth development. At the time of this review the project document and logical framework were in the process of being developed.

4.4. Membership

The National Society has approximately 20,000 members. The membership fees are collected and kept by the branches. (45 NIS/year), the headquarters not receiving any share. The unstable situation in the

⁷ President/General Director depending on how the division of responsibilities will be decided on

Palestinian territories is affecting living conditions negatively, making it challenging for PRCS to generate a steady income from the membership fees.

According to information given, membership data is annually updated in a computerized membership database, that the system was recently upgraded. However, if understood correctly that the membership updating is done by the HQ, it is advisable to decentralize this function to the branches in order to ensure that the information in the database is as correct to the extent possible.

Further, the review team was informed that each branch has a volunteer management database and that there is a central volunteer management database at HQ. These two systems are today independently operated, though; it would be possible to merge/communicate data between these databases.

The review team was not introduced to the systems and can therefore not judge the functionality.

4.5. Volunteers

The review team was informed that the National Society organizes 4 158 volunteers and 2 118 of these are young volunteers. The volunteers are divided into two main groups; general volunteers (mostly youth volunteers), and specialized volunteers including volunteers in the Safe Motherhood Committees (SMC). In 2010 the volunteers contributed with 674 000 hours, and PRCS estimates the economic value of the volunteer services to 7 100 000 NIS and, by way of comparison, the actual costs for services close to 1 300 000 NIS.

All volunteers get basic training, which qualifies for more programme related training according to own interests and PRCS needs. These volunteers are organised by the branches. The specialised volunteers are trained and managed by the respective HQ programme departments. Recently PRCS has decentralised the responsibility for coordinating all volunteers, also specialised, to the branches.

The volunteers are organized and placed at 63 stations throughout the country. The stations are congruent with the branches/sub-branches; in addition stations are established in areas without a branch structure. Each station has a volunteer committee consisting of seven elected volunteers. Three committee members function as specialized coordinators for the different programs. One of these coordinators is elected to be the contact person to the head of branch, and if there is no branch, directly to the volunteer and youth department at the HQ.

The SMC seem to be strongly connected to the PRCS Health Clinics, not so much to the branch structure. They have a strong position in the communities and attract women for volunteer work.

In a further decentralized branch structure, PRCS should explore how to develop more coherent and harmonized approach to volunteering development in order to benefit from the strength of the groups and create more synergy.

4.6. Gender

The PRCS Strategy 2005 – 2010 (revised in 2009) says in the chapter PRCS in Brief: Volunteers, local branches and central leadership, (quote): “... which make the PRCS presently one of the largest humanitarian institutions in Palestine with good gender balance among staff”. Apart from this statement, gender issues are not covered in the strategy.

PRCS has taken concrete measures to follow up on the Federation Middle East and North Africa (MENA) Gender Strategy. Director of OD & Secretariat is appointed as MENA Gender Focal Point. Further, PRCS has established the Gender Committee with 10 members representing all programmes; 3 of them being men.

At the time of the review two meetings had taken place focusing on the purpose of the committee, Movement approach and how to institutionalize gender.

PRCS is aiming at developing a gender strategy in 2012, a task that should be closely linked to the development of the overall PRCS Strategy in 2012. It is recommended to include both gender dimensions; gender mainstreamed in the organisation and the programmes, and targeted gender approach according to identifies needs. Special attention should be given to the gender balance profile at the specific levels of the organisation, not only at staff as a whole.

5. Conclusion and recommendations

5.1. PRCS OD process

PRCS has over many years focused on the importance of OD in order to become stronger and more well-functioning for the purpose of further developing the ability to respond efficiently to the needs of the Palestinian population. Palestine is a complex political context to operate in, requiring PRCS to adapt to a continuously changing environment. Although the difficulty of verifying concrete results, the review team has the clear impression that milestones are reached and that the ongoing development process in the Finance and Administration Departments, as well as the increased focus on strengthening the branches, will bring PRCS further on the road to fulfil the OD Strategy programme goal.

It is essential that the results so far are used to positively impact the PRCS OD processes in general, the efficiency and the quality of organisational systems, as well as branch and volunteering development.

The review team will specifically emphasize the following:

5.2. Integrated Organisational Development Approach

The shift from considering OD as a programme to a mainstreamed approach has given PRCS a unique opportunity to create ownership to change processes across the organisation. **The following is recommended:**

- To ensure a common understanding of the Integrated OD Approach in the whole organisation;
- To broadly involve all concerned parts and levels of the organisation in the development of strategies and plans in order to create the ownership necessary for efficient and effective implementation;
- To quality ensure that cross-cutting OD initiatives are coherent and harmonised;
- To reassess the organisational structure with regard to the positioning of OD in order to give change processes the formal authority needed;
- To consider the human resources needed at HQ level for carrying the OD processes forward including planning, training, follow-up, monitoring and reporting.

5.3. Finance and administration system audit - implementation

It is the assumption of the review team that the Ernst & Young plan for following up the system audit recommendations are kept with regard to the timeframe (late November 2011). **The following is recommended:**

- Immediate implementation of procedures, manuals, guidelines etc. developed, including sufficient training of HQ staff and relevant branch representatives, and followed by close monitoring of assumed

improvements are achieved. Result-based reports should be required by the Norwegian and Swedish RC.

5.4. Implementation of Branch Bylaws

It is the assumption of the review team that the Branch Bylaws were finalised according to the plan (late September 2011). **The following is recommended:**

- Implementation of the bylaws should be supported by workshops bringing branches together for discussions and experience exchange.

5.5. Gender

PRCS has taken concrete measures to follow up on the Federation MENA Gender Strategy. **The following is recommended:**

- To closely link the planned development of a gender strategy to the development of the overall PRCS Strategy in 2012;
- The strategies should include both dimensions; gender mainstreamed in the organisation and the programmes, and targeted gender approach according to identifies needs;
- To give special attention to the gender balance profile at the specific levels of the organisation, not only at staff as a whole.

5.6. Branch and volunteering development

It seems that important steps have been taken to strengthen the coordinating role of the branches, and also to decentralize responsibilities from the HQ to the branches, specifically within DM. Further investments in branch and volunteering development is very likely to add strategic value to the quality and quantity of the services provided by the National Society. **The following is recommended:**

- To link service programs closer to branch- and volunteering development and ensure that a strategic approach is applied;
- To further pursue the decentralization process;
- To further develop and implement mechanisms for branch coordination and communication;
- Built on the ongoing branch mapping, to conduct a thorough branch and volunteer assessment that can serve as baseline for the development of the new overall strategy, and for strategic actions towards strengthening weak branches;
- In a further decentralized branch structure, to develop a more coherent and harmonized approach to volunteering development in order to benefit from the strength of the volunteer groups and create more synergy.

5.7. PRCS Strategy 2012 and onwards

Information received indicates that PRCS will start developing the overall strategy for 2012 and onwards and that OD will be cross-cutting with developing processes integrated in strategies and plans at all levels.

The following is recommended:

- To revisit all plans and logical frameworks from the previous period in order to get a realistic picture of achievements;

- To assess the organisational capacity within the framework of Federation Strategy 2020 and the Characteristics of a Well-Functioning National Society. A relevant tool for the purpose could be the Federation Organisational Capacity Assessment Tool.

5.8. Planning, monitoring and reporting

Although training has been conducted in the Project Management Cycle, there is, for several reasons, a need for further improvements of planning, monitoring and reporting. Firstly, a result based approach will give the tool for documenting achievements and allow PRCS to take action if expected results are not reached, secondly the current reporting does not meet the expectations of the Norwegian and Swedish RC, as well as the back-donors. **The following is recommended:**

- To continue training of relevant HQ and branch staff in planning (including logical framework), monitoring and reporting using the Federation approach.

6. Norwegian and Swedish RC support

It is strongly recommended that possible future support should be targeting specific components of the PRCS plan following the Strategy 2012 and onwards.

Based on the review findings, the following should be considered for future support provided such support is requested from PRCS:

2012

Objective: Finalize processes funded by Norwegian and Swedish RC

- Implementation of the measures developed responding to the Ernst & Young finance and administration system audit;
- Implementation of new/revised Branch Bylaws.

Objective: Prepare for more targeted future support

- The development process of PRCS overall strategy 2012 and onwards, including a possible organisational capacity (self) assessment;
- Thorough branch assessment;
- Planning, monitoring and reporting training.

2013 and onwards

Objective: Support branch and volunteering development

- According to PRCS strategy and plans.

Annex 1 – People met

Dr. Wael Qe'dan	Director of Planning and Development Department
Mr. Rabah Jaber	Director of Operation Department
Mr. Khaled Abu Ghoush	Director of Finance Department
Mr. Suliaman Al-Ahmad	Director of Administration Department
Mr. Ashraf Abahra	Director of Youth and Volunteering Department
Mr. Basher Ahmad	Director of Disaster Management department
Ms. Khalida Al Saifi	Director of OD & Seretariat
Dr. Abdallah Sabri	President of Jerusalem Branch/PRCS Vice President
Ms. Hana Al Zorba	Board member Jerusalem Branch
Mr. Mahmoud Elayyan	Administrative Director Jerusalem Branch
Mr. Giorgio Ferrari	Fedaration Country Representative
Mr. Jawwad (telecon)	IFRC Representative, Gaza
Mr. Michael Myers	ICRC Cooperation Delegate
Ms. Cherise Chadwick	Danish Red Cross Delegate
Ms. Aña Ronda	Spanish Red Cross Delegate
Mr. Marcos Diaz	Norwegian Red Cross Regional Representative
Mr. Henrik Herber	Swedish/Norwegian RC Programme Adviser
Ms. Irene Krumbein Arnold	Consultant

Annex 2 – Reference Documents

PRCS Integrated Organisational Development Strategy 2010 – 2013
PRCS Strategy 2005 – 2010, Revised 2009

OD Project Summary Objectives and Estimated Budgets 2007-2011
PRCS Consolidated Plan of Action 2006 - 2008
OD Project logframes and budgets 2008-2009
PRCS OD Project Logical Framework 2009
Organisational Development Logical Framework 2009-2012
PRCS OD Project draft action plan 2010-2013
OD Project Action plan 2010
Organisational Development Logical Framework 2010
Planning System, Follow up & Monitoring Workshops in PRCS 23 March 2010
Organisational Development Action Plan 2011
Leadership & Management Strategy Plan of Action 2010 – 2013
Processes & Systems Strategy Plan of Action 2010 - 2013
Human Resource Strategy Plan of Action 2010 – 2013
Program's Planning & Management Strategy Plan of Action 2010 – 2013
The Red Crescent Society's Hospital, Jerusalem: Strategic Plan

Organisational Development Project Annual Report 2006
An Integrated Approach to National Service delivery, OD Unit, Annual Report 2007
Organisational Development Project Quarterly Report July – September 2007
Organisational Development Project Quarterly Report Oct - Dec 2007
Organisational Development Project Quarterly Report January - March 2008
Organisational Development Project Quarterly Report April - June 2008
Organisational Development Project Quarterly Report July - September 2008
Organisational Development Project Annual Report 2009
Organisational Development Project Annual report 2010

Result SWOT Analysis for 18 Groups
Ernest & Young: Palestine Red Crescent Society Advisory services proposal 31 October 2010

Terms of Reference

8 September 2011

Review: PRCS OD programme supported by NRC and SRC 2006-2011

Background

The Norwegian RC and the Swedish RC (for the last two years) have supported the PRCS OD program substantially for a six years period (2006-2011) with a total contribution of near 1,000,000 USD.

Organizational Development and Capacity Building of the institution is an essential objective to increase the capacity to deliver effectively and efficiently to the most vulnerable in Palestine, as well as contribute to the sustainability of the PRCS and the continuity of the programs.

NRC & SRC contributions 2006-2011 towards the PRCS OD department.	
2006	\$214,000
2007	\$244,000
2008	\$200,000
2009	\$100,000
2010	\$100,000
2011	\$100,000
TOTAL	\$958,000

The Norwegian RC supported the PRCS Lebanon’s branch OD program during these years (contributions not included in the table above). Additionally to these figures, PRCS OD department was supported by the ICRC and IFRC during previous years.

Introduction – the OD Program

The overall goal of the PRCS OD program is “Improved organizational capacities of the PRCS have a direct positive impact on the quality and the quantity of the services it provides to the most vulnerable.” (logframe for 2011)

The program objective is “to increase the efficiency and effectiveness of governance and operational systems”. Under this goal there are three expected results (logframe 2011):

- Administration and financial systems are improved (main activity is the system audit)
- Membership monitoring system is developed
- Branches capacity building

Objectives

- To assess to what extent the OD support has been conducive in increasing the capacity to deliver effectively and efficiently to the most vulnerable in Palestine, as well as contribute to the sustainability of the PRCS and the continuity of the programs.
- To document the lessons learnt: what worked well and what can be further improved.
- To review the current situation of PRCS and its organizational development, in a way that can be useful for developing baseline data as well as discussing future support and direction of the OD program

The review has been commissioned by SRC and NRC, and will be of guidance both for an update on the current situation and a direction for future support. The review has then been developed together with PRCS, to make sure it is equally relevant to the needs and interests of PRCS.

Guiding questions

Relevance: The extent that the intervention is suited to the needs and priorities of the target group, the country context, global priorities, and existing policies. If the intervention has been in accordance with needs, priorities and policies of PRCS, beneficiaries and donors. Are there other impacts: foreseen or unforeseen? Are there ways of working that we can learn from?

In evaluating the relevance it is useful to consider the following questions:

- To what extent are the objectives of the programme still valid?
- Are the activities and outputs of the programme consistent with the overall goal and the attainment of its objectives?
- Are the activities and outputs of the programme consistent with the intended impacts and effects?

Effectiveness: The extent that the intervention has achieved its expected results, as described in the logical framework. Assessment of whether the implementation strategy/ approach were adequate to achieve the expected results, given the circumstances and possible alternatives. The assessment of the implementation strategy should also include the degree of coordination with other actors.

In evaluating the effectiveness it is useful to consider the following questions:

- To what extent were the objectives achieved / are likely to be achieved?
- What were the major factors influencing the achievement or non-achievement of the objectives?

Efficiency: The extent to which the costs of the intervention can be justified by its results, taking alternatives into account. This generally requires comparing alternative approaches to achieving the same outputs, to see whether the most efficient process has been adopted.

When evaluating the efficiency it is useful to consider the following questions:

- Were the activities cost-efficient?
- Were the objectives achieved on time?
- Was the programme or project implemented in the most efficient way compared to alternatives?

Impact: The positive and negative changes produced by the development intervention, directly or indirectly, intended or unintended. This involves the main impacts and effects resulting from the

activity. The examination should be concerned with both intended and unintended results and must include the positive and negative impact of external factors.

When evaluating the impact it is useful to consider the following questions:

- What has happened as a result of the programme or project?
- What real difference has the activity made to the beneficiaries?
- How many people have been affected?

Sustainability: The extent that the intervention is building on existing local capacity (at implementing partner and target group level). The OD program is not targeted primarily on branch level, why resilience at local level is not a main focus. Sustainability is also concerned with measuring whether the benefits of an activity are likely to continue after donor funding has been withdrawn.

When evaluating the sustainability it is useful to consider the following questions:

- To what extent did the benefits of a programme or project continue after donor funding ceased?
- What were the major factors which influenced the achievement or non-achievement of sustainability of the programme or project?

Expected result of the review

The evaluation will result in a written report (10-15 pages), describing the methods and limitations, findings, conclusions, explaining possible deviations from the plan (logical framework) and propose recommendations for the future including the role, capacity of NRC, SRC and PRCS in future co-operation

The report shall contain an executive summary with the major findings of the review, recommendations, and lessons learned. The report is to be written in English.

Review team

One OD advisor from NRC (Anne-Merete Bull) and one from SRC (Anders Sjöstrand) will do the review together with PRCS, Khalida, with facilitation of NRC/SRC Programme Advisor.

Methodology and timeframes

No evaluation of the program has been done in this period and no baseline is available, so the methodology suggested to measure the impact of the PRCS OD program is to comprehensively review the 2007 – 2011 logframes' objectives and indicators as prepared and presented by the PRCS OD department (attached consolidated table containing all data) to measure the degree of success. Additionally, and for cross-checking information purposes the team will have interviews with other PRCS Head of Departments, ICRC, IFRC and PNSs working with the HNS as needed (see attached program for OD review team visit to PRCS).

The review is the first step in a process which will lead to an enhanced understanding of OD in the PRCS context. As such the review will sum up what has been accomplished so far and what are the lessons learnt. The suggestion is that these topics should be discussed in a follow-up seminar, to be held at a convenient time later in the year. It is strongly recommended to have such OD meeting before the partnership meeting due on 24th October, using an inclusive and participatory approach. PRCS OD Department can facilitate such meeting with technical support of SRC and NRC advisors. Not only is the aim to share the findings of the review, but also to draw conclusions for

future development, conclusions that are relevant both for PRCS in preparing for its next strategy, but also for SRC and NRC when planning its future support.

17-25 September: OD review

23-30 September: Finalizing the review (report) –

2 October: Report to be shared with PRCS

18 or 19 October: One day PRCS OD meeting to follow-up and discuss the report, findings and recommendations with NRC and SRC.