

“Matching needs with possibilities”

**Proposed fast track interventions to support
recovery in Gaza post “Operation Cast Lead”**

**and assessment of damage
to facilities financed by Sweden**

Final report, March 26, 2009

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PREFACE

Within the timeframes available, we have addressed the main issues as described in the Terms of Reference dated February 23, 2009 (Appendix one). Persons interviewed and consulted are listed in Appendix two.

This is an independent report. The analyses and conclusions are not necessarily shared by the stakeholders interviewed, or by our Client, the Consulate General of Sweden in Jerusalem representing Sida.

The situation in Gaza is an evolving one with many initiatives, for better as well as for the worse, being taken by not always predictable actors. In addition, the destruction caused during “Operation Cast Lead” is of such a magnitude that all details are not yet on the table, investigations still going on. In some cases information given is contradictory. However, it is our considered opinion that the conclusions presented in this report, are based on a reasonably correct overall picture of the situation as well as of the needs and the possibilities.

In looking for possibilities, we have focussed on identifying areas important to Human recovery. The potential actors mentioned, have documented experience from the respective subject matters and also a good track record from operating with Swedish funding in Gaza.

We are grateful for the support provided by the Project Management Unit from the Palestinian Water Authority, from the Job Creation Program in Gaza and from the Northern Municipalities Technical staff.

Stockholm, March 24, 2009

Johan Brisman

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1. EXECUTIVE SUMMARY

The scale and intensity of the attacks that started on December 22, 2008 and continued for 22 days known “Operation Cast Lead” is the worst people in Gaza ever experienced. The effects on people, on the landscape and on infrastructure mirror that. The issues that need to be dealt with are thus found on many different levels and in most sectors.

The key to recovery and sustainable living conditions in Gaza and in oPt as such, are only to be found on the political level. A main challenge is how to create hope. People’s confidence in the international community’s ability to move a peace process forward is limited and financial support seen as a poor alternative.

Repair work has already started with the help of donor funds, including from Sweden. Larger scale repair and reconstruction is dependent on unhindered import of material, equipment and expertise. Substantial international funding for such work was pledged by donors in the Sharm El-Sheikh conference that took place on March 2, 2009. However, it is unclear when and on what conditions such funds will start to flow to Gaza. Awaiting this, there is much work to be done for which Sweden is well positioned to contribute.

Top priority need to be given to issues which facilitates peoples own efforts towards more bearable living conditions. The economy of Gaza was this time specifically targeted by Israel. Work to re-establish the infrastructure of agriculture and to improve living conditions in devastated urban and semi-urban areas are important and can be implemented with labour intensive methods.

In clearing agricultural land and urban areas from rubble the presence of unexploded ordinance require specialist expertise and equipment. The expertise is in place, but so far Israel is refusing entry for the equipment into Gaza

Health and not least psycho-social health is in need of additional resources. The near 50% of Gaza’s population which is under the age of 15 is especially at risk in the present situation. To create hope is a key issue to stable development.

More and more information is surfacing indicating that IDF committed war crimes. Several local organisations are working on these issues. Their work is important not least for psycho-social recovery of victims to such crimes. Sweden would do well to look for opportunities to support such work.

A total of 4,9 million US\$ is proposed to be made available from Sweden for “fast track” interventions towards recovery in Gaza. Modalities on how to plan and implement such programs are indicated. Steps now need to be taken in order for Sweden to move quickly on providing such further support to Gaza.

Damages to Swedish funded projects have been surveyed. A very conservative estimate is that 2,3 million US\$ worth of investments from Sweden has been destroyed in the attacks. The cost for repair is substantially more. Costs for consequential damage are difficult to estimate but are probably ten times the original investment costs. Certain projects may now have to be shelved indefinitely.

2. INTRODUCTION

The Palestinian National Authority's Recovery and Reconstruction plan for Gaza¹ identified the need for more than 1.3 billion US\$ for early recovery post Operation Cast Lead. In Sharm El-Sheikh donors reaffirmed earlier pledges for Humanitarian and Development support in all of the occupied Palestinian territories (oPt), amounting to some 5.4 billion US\$ over a three year period. It is not clear how much of this that will be available for reconstruction in Gaza. In addition, many donors are linking the flow of funds to the settlement of various political issues. Sweden, at Sharm El-Sheikh, reaffirmed support to oPt totalling approximately 100 million US\$ annually over the three year period.

Large scale reconstruction in Gaza is dependent on unhindered import of material, equipment and expertise. In addition, it is unclear when Israel will lift the long standing blockade imposed on the Gaza strip. Cement and fuel are among key commodities required for among other things reconstruction, but in practise banned from import into Gaza by Israel

The Consulate General in Jerusalem, representing Sida, recognised that there are urgent needs possible to address even under present access restrictions. Sida already provided support to humanitarian needs through the UN-coordinated Consolidated Appeal and through substantially increasing the contribution to UNRWA for 2009. Reprogramming was also made within a few programs already in operation (water sector and agriculture).

The present mission was tasked with identifying ways of providing further support to early recovery awaiting the opening of the border and more stable political conditions². Such support was expected to be possible to provide through scaling up existing cooperation in relevant sectors. In areas of acute need, where Sweden could make meaningful contributions under the present closure regime, short term new programs with earlier or present partners could also be considered.

The mission was further tasked with identifying, describing and costing damage caused to Swedish financed projects. This would be made as a contribution to the ongoing mapping of damage done to EU/EC-funded investments.

After a one day briefing in Jerusalem, one week was spent in Gaza, meeting with actors and partners to Sweden³ within relevant sectors. Much time was also spent on field work to assess the situation. At the end of the mission, a day and a half was spent in Jerusalem on follow up and debriefing.

¹ The Palestinian National Early Recovery and Reconstruction Plan for Gaza, 2009/10 presented at Sharm El-Sheikh, March 2, 2009

² Terms of Reference for the mission from Consulate General of Sweden in Jerusalem, dated February 23, 2009, see appendix 1

³ List of Persons met, see appendix 2

3. THE SITUATION BEFORE THE DECEMBER – JANUARY ATTACKS

The situation in Gaza is difficult already by the fact that 1,5 million persons are confined into a small enclave. Half of the population are refugees since 1948 and live to a large extent in camps under UNRWA administration. The other half makes their living from subsistence farming or small scale industry and trade. Donor funding and free exchange with Israel and Egypt are fundamental to survival and development prospects. The latter, has suffered significant set backs over long time.

Historically there are many examples of export oriented farming, manufacturing as well as migration by workers from Gaza to work on a daily basis in Israel. Such activities require an open border with Israel, something which has not been the case for a very long period of time. Unemployment and poverty has increased.

When Hamas took control of Gaza, export oriented activities came to a virtual stand still due to the strict border closure applied by Israel. Production for the internal market has suffered severely since Israel specifically prevents the import of raw material, spare parts and fuel. Electricity and water supply is erratic due to lack of maintenance and to destruction caused during frequent military incursions.

Roads and streets are in a poor shape, destroyed by invading tanks and bombings, as well as from the limited maintenance. Internal fighting between Fatah and Hamas and partial donor boycott of support to certain areas of public responsibilities, has not helped to improve living conditions.

Even more difficult, but not as visible, are the traumatic effects to people from the many attacks and from the internal fighting. From this, the whole population is affected, but most serious in the case of children. The lack of political progress between the parties and the inability of the international community to take concrete measures to ensure observance of basic human rights is as much a reason to people's trauma as the physical bombardment and destruction.

4. THE SITUATION POST THE ATTACKS

4.1 DAMAGE AND DESTRUCTION

The scale and the intensity of the attacks that started on December 27, 2008 and lasted for over three weeks is by far the worst people in Gaza have experienced. Reports indicate 1 400 dead and up to 6 000 seriously wounded.

The number of trauma cases among young and old has sky rocketed and will for a long time to come require specialist attention on a large scale. Education and health suffered serious set backs when such facilities were destroyed at a time when they needed the most. In many cases even teachers, medical workers, patients and students were wounded, killed or further traumatised. Medical supplies were in short supply and replenishment, in practise, refused entry into Gaza by Israel.

More visible is the physical destruction. The Palestinian National Authority has, with the help of the International community, made a Damage Assessment and a Recovery and Reconstruction Plan for Gaza⁴.

The PNA plan documents destruction caused during Operation Cast Lead which started on December 27, 2008 and continued up to January 18, 2010. In summary, costs of Recovery and Reconstruction are estimated to be as follows:

Sector/Sub sector	Estimated costs for early recovery (US\$)
Health and Nutrition	35 720 000
Education	55 351 000
Social Protection and Psycho-Social Wellbeing	202 500 000
Culture, Heritage and Faith-Based institutions	21 588 000
Water, Sanitation and Hygiene	6 279 000
Transitional Shelter and Housing	347 890 000
Energy (Electricity, Gas and Fuel)	13 655 000
Transportation incl. Roads and Bridges, Ports etc	118 832 000
Telecommunications	13 310 000
Agriculture and Food Security	265 791 000
Industry and other Private Sector Establishments	146 413 000
Local Authorities and Public Administration	25 422 000
Civil Society and Community Based organisations	1 000 000
Safety and Security including Civil Defence	41 271 000
Water	15 400 000
Air Pollution	500 000
Land, Soil and Biodiversity	330 000
Solid Waste Management	<u>13 000 000</u>
Total estimated costs for early recovery	<u>1 324 252 000</u>

The cost summary above, show that the largest damage was caused to Housing, Agriculture, Industry/Private Sector and to the Transport Infrastructure. Geographically the largest scale destruction took place in the north of Gaza (Beit Lahya, Jabalyia and Gaza City and in the South (Rafah) on the border to Egypt.

4.2 ANALYSIS

The well respected Israeli journalist Gideon Levy, in an article in the daily newspaper Haaretz⁵, analysed the “results” of the attacks set against the goals for the operation as publicly stated by the Israeli government.

Gideon Levy’s findings are:

- Deterrence was not re-established,
- Arms smuggling into Gaza was not stopped,
- Hamas was not weakened
- Abducted IDF soldier Gilad Shalit was not freed.

⁴ The Palestinian National Early Recovery and Reconstruction Plan for Gaza, 2009 – 2010, presented at Sharm El-Sheikh, March 2, 2009

⁵ Haaretz, March 12, 2009, Gideon Levy “The next treat”

Against these “results”, the recent attack on the defenceless and already exposed population in Gaza is seen as a failure by the politicians and even by IDF itself. The price paid by the people of Gaza is huge. The poorest parts of the population always suffer the most in conflicts. Gaza is no exception to that, on the contrary.

An important part of the construction industry, factories producing animal fodder and other input into both export oriented and small scale agriculture was razed to the ground. So were large residential areas in the north and, to the surprise of many, the internationally recognised top class Gaza “American school”. The property and future of those that could be considered to be part of the elite in Gaza suffered heavy blows. Large areas of small scale farm land cultivated for self sufficiency was also destroyed. Many poor people lost their jobs in trade, industry and agriculture adding to the already high un-employment.

During the third quarter of 2008, un-employment exceeded 46%. In addition, many of those considered to be employed had not been paid for months. In February, unemployment levels in areas such as Jabalyia reached as high as 70-80%. Un-employment is highest among youth (the 15 – 24 years age group) with the threat this causes to socio-economic and political stability. Many new woman headed households have also been established through the attacks.

Only a genuine political settlement can sustainable and substantially improve life for the people of Gaza. In the absence of such, humanitarian and development support can, important enough, “dress some of the wounds”.

5. EARLY RECOVERY

5.1 NEEDS

According to the earlier mentioned damage assessment, the areas of Social Protection/Psycho-Social Wellbeing, Agriculture, Industry, Housing as well as Transport Infrastructure have the largest identified needs for Early Recovery and Reconstruction. Those sectors are found to be in need of more than 1 billion out of the estimated total 1,3 billion US\$ required for reconstruction.

In a report from the Municipal Development and Lending Fund, MDLF, dated February 25, 2009⁶ losses to the Municipal sector has been specifically assessed. Out of Gaza’s 25 municipalities, 19 have suffered damages totalling 46 million US\$. Cost of damage per municipality varies between US\$ 19 million in Rafah and \$10 000 in Wadi Al Salqa.

The municipalities most heavily hit are, in addition to Rafah in the far south, Beit Lahyia, Jabalyia, Beit Hanoun and Gaza in the north. But the report, focussing on municipal assets, only gives part of the picture. Looking also at damage to private property, such as agriculture and industry within the municipal boundaries, Jabalyia is the most heavily hit geographical area.

⁶ Gaza Municipal Sector Damage Assessment. Draft for discussion dated February 25, 2009. The report has been prepared by MDLF and the findings have been endorsed by the MoLG as part of the National Plan to rebuild Gaza.

Seen against the 1,3 billion US\$ requested by PNA for early recovery, the 46 million US\$ damage to municipal assets is limited in terms of money. On the other hand, the services the municipalities are set up to provide are essential to the daily life of many. This sector therefore merits high priority when considering early interventions on repair and rehabilitation.

5.2 POSSIBILITIES

The situation is at present not conducive to large scale recovery work. There are many limiting factors which funding alone can not remove. The task for the present mission was to identify urgent needs that could be addressed with fast track support from Sweden under the present closure regime? What credible partners are there to do the job and what methods should be applied?

Two wider issues emerge as top priority for early recovery. Those are to some extent possible to address in the present situation and with help of Swedish partnerships and experiences:

- a) The Human Capital (education, health services and mental health support)
- b) Economic infrastructure and in particular small scale agriculture as well as the clearing and repair of public spaces in built up areas, including market places and municipal infrastructure. Job creation should be a cross cutting issue.

Human Rights have again been grossly violated in Gaza. This is both from internal fighting and through and during the Israeli attacks. Work in this field includes giving recognition to the victims and taking forceful action to make this not happen again. These issues are of fundamental importance for human recovery.

In identifying areas within which Sweden could engage more at this stage, it is recognised that much is already being done by humanitarian organisations and other actors. This is done partly with new or reallocated funds from Sweden. But the needs are such that every effort must be made to look also for additional possibilities. Sweden has a number of comparative advantages to support such additional early recovery.

5.3 SWEDEN'S COMPARATIVE ADVANTAGES

Sweden's development cooperation, including the large scale humanitarian, support to Gaza, was long before the December/January attacks designed to meet the needs of a population under occupation and bombardment. It is thus, after the recent attacks, no call for a complete redesign of the program or of the strategy providing the framework for the program. It is rather a question of complementing the program with support more directly related to repair and rehabilitation. In a few cases there is also the possibility of temporarily scaling up ongoing programs.

As is shown in the damage assessment⁷ from the “Operation Cast Lead” there is substantial damage to Swedish financed projects in areas such as agriculture, infrastructure and small scale construction. Such programs have over long periods of time been supported as job creation programs and programs to improve storm water and sewerage collection. Earlier support has primarily been provided to the northern municipalities. Sweden has both experience and partnerships to build on.

Sweden’s long standing support to psycho-social health, primary health care and to human rights provides further platforms to build on. In some cases there is ongoing cooperation to expand, in other cases there are earlier partnerships possible to renew or re-establish.

Further comparative advantage for Sweden, being a small bilateral donor, are rapid decision making and an ability to work with process oriented methods.

6. POSSIBLE EARLY RECOVERY SUPPORT FROM SWEDEN

6.1 STRATEGY

Considering the fluidity of the situation it is suggested that Sweden provides additional funding for early recovery in Gaza in an as flexible manner as possible. What is deemed needed and possible today may not be possible tomorrow. Actors not on the scene today may come in tomorrow. Priorities may change. In addition the time perspective for early recovery activities, before larger scale recovery can start, is not possible to determine in advance.

For infrastructure works, a “design as you go” approach, with small scale, self sustaining interventions, is considered to have the best prospects of delivering results given the uncertainty of the situation. Given the scale of destruction, there need to be many such small interventions in order to make a difference.

To make such programs manageable, the many small interventions need to be handled in larger bundles contracted to experienced partners. Criteria need to be set for interventions eligible for support within each area and with each partner. The partners need to have proven capacity to also do the detailed design of each intervention and to provide supervision as well as support to the implementers.

In addition Sweden needs to pay frequent visits to Gaza, and/or engage a partner with delegated responsibility to take decisions on priorities from time to time. When it comes to work proposed for rubble removal, repair of municipal facilities and rehabilitation of agriculture, Sida may consider a two tier level partnership. UNDP may be able to provide an umbrella managing the over all process, setting priorities etc and JCP managing the actual work. Such a partnership has produced good results in the past and should be a feasible combination also now. This is partly a matter of choice and a question of how much to spend on overheads.

⁷ Damages caused in December – January, 2008-09 to Swedish financed projects in Gaza, appendix 4

In initiating additional work and/or activities within existing partnerships, especially with NGOs, there are a few words of caution that may need to be said:

- **Capacity constraints** within the organisations must be considered.
- **Coordination** is a key issue in the present situation. The Government has, given the political situation, limited capacity to give guidance and to coordinate. Donors and implementers must therefore work in a way that facilitates coordination to the maximum extent possible.
- **Sustainability of scaling up** must be kept in mind. Additional early recovery activities may to some extent rather be seen as temporary “add-on’s” rather than permanent scaling up. In this context donor consortiums need to be consulted as well as relevant authorities.

6.2 PROPOSED INTERVENTION AREAS AND CHANNELS

6.2.1 With NGOs under existing agreements

Health, including Mental Health

Sweden has ongoing cooperation with The Palestine Solidarity Association of Sweden providing support to **Gaza Community Mental Health Committee** and to the **Palestinian Medical Relief Committees** on Primary Health Care. The experiences from these programs are satisfactory. Their areas of work have become even more important in the present situation. At the same time work has become more complex with the large number of actors that have come into Gaza after the attacks. Coordination is a challenge. The two organisations mentioned have long standing experience and a potential for also facilitating coordination.

It is recommended Sida provides additional resources to the two organisations if they and their Swedish partner so request.

Education, including Mental Health

School children as well as their families were among those severely affected by the attacks. **Tamer Institute for Community Education**, with which Diakonia cooperates with Sida support, works with children and youth with a Human Rights perspective. A main issue is “how to create hope”. Books on such themes have been developed and recently distributed in kits to some 4 000 school children in Gaza. The material has also been made available to selected libraries.

Tamer Institute also uses story telling and creative writing as part of their psycho-social support to children and youth. Seriously traumatised cases are referred to the Gaza Community Mental Health Committees.

Tamer Institute indicated that it would be valuable, and also possible, to produce some 4 000 additional kits with reading material to school children in Gaza. There is no doubt a demand for this. Tamer Institute also seems to be able to expand their psycho-social support activities.

Provided Diakonia and Tamer Institute present a viable proposal it seems well justified for Sida to consider giving support.

Human Rights and Mental Health

Sweden has a long history of supporting Human Rights work in Gaza. At present there is ongoing support to at least two HR-organisation operating in Gaza. Al Mezan gets earmarked support through Diakonia. In the discussions with Al Mezan the need for support towards establishing facts on possible war crimes committed was underlined as important to people's mental recovery. The need for improved knowledge of international experiences from reconciliation was also highlighted.

The Human rights angle of crimes committed during the "Operation Cast Lead" has at least two aspects. The first one is to document all possible crimes, the second to actually run individual cases in relevant courts of law.

Considering the trauma faced by many Gaza residents it is recommended to Sida to look into the possibility of providing focused support to Human Rights issues directly related to the prevailing conflicts on the basis of a possible request from Diakonia. Alternative actors, such as the Palestinian Centre for Human Rights, may also be considered.

Rehabilitation of Agriculture

Agriculture was subject to severe destruction. This included cultivated land, green houses, livestock and poultry farms, water wells, irrigation networks and other agricultural assets. Urgent rehabilitation of land may make it possible for farmers to cultivate fast producing crops such as vegetables already in the present season.

Equipment for rehabilitation of land and for the re-establishment of boundaries is available and so are the skills required. (There is a long experience from such work in Gaza.) Seeds need to be imported. Fuel for the heavy equipment needed in badly damaged areas, might constitute a problem due to the Israeli border closure. The rehabilitation could, if so designed, create many jobs and contribute to reducing unemployment. Job opportunities created may also be possible to target to bread winners in families directly affected by the attacks.

A specific issue that warrants attention in working with the restoration of agricultural land is the presence of un-exploded ordinance. Specialised expertise must be consulted already as work is being planned.

Sweden is since several years, via the humanitarian budget, supporting restoration work in the field of agriculture. Sida funding is provided to the **Economic and Social Development Committees, ESDC**, via the Swedish Cooperative Centre, SCC. The work being done, include rehabilitation of agriculture and also provision of food to affected farming families in Gaza. The program has been evaluated with satisfactory result.

ESDCs field coordinator in northern Gaza indicated in our interview that he saw possibilities for scaling up activities with a focus on small scale farmers.

Sida is recommended to encourage SCC/ESDC to consider a degree of scaling up of activities in Gaza with a focus on land rehabilitation and rehabilitation of small scale agriculture.

6.2.2 With re-established old partnerships

Rubble removal and repair of municipal infrastructure

The need for re-establishing more “normal” living conditions in residential areas is of high importance to psycho-social recovery. Rubble removal from central areas as well as repair of damaged municipal infrastructure such as roads, as well as the provision of safe water, cooking fuel and electricity will contribute to normalizing living conditions. Such programs lend themselves to job creation, an activity badly needed in the present situation of high unemployment

Sida has a history of working with above mentioned issues, in the northern municipalities. After the heavy destruction caused by Israeli incursions in 2002, Sweden developed a close cooperation with the municipalities of Beit Lahya, Beit Hanoun, Jabalyia and the village council of Umm Al Nasser. In setting up the cooperation, the Palestinian Water Authority (PWA) as well as the Job Creation Program of the Palestinian National Authority (JCP) lent strategic support building on their long standing cooperation with Sweden. The program was concluded after being successfully completed in 2006 and replaced with un-earmarked Swedish support to the Municipal Development and Lending Fund.

MDLF provides funding for supporting the Municipalities normal operations all over the occupied Palestinian territories. Due to restrictions on using funds in Gaza provided by certain donors, the entire Swedish contribution to MDLF has been put into use for supporting Gaza municipalities’ operational costs.

PWA, through NGESTP, as well as JCP, have been instrumental in supporting the present study. They are further ready to continue to lend assistance to establishing a Swedish funded early recovery program for northern Gaza. JCP has the capacity and experience of actually taking on operational aspects of such a program.

An alternative, but rather a complement, would be for Sweden to also cooperate on these issues with UNDP in Gaza. The Swedish funded Job Creation programs in Gaza were initially (in the 1990-ies and early 2000) funded through UNDP with JCP as the implementer. A further reason for working also with, or possibly under, an umbrella provided by UNDP is that they were responsible for arranging collection and for processing rubble from the evacuated settlements in Gaza (a US\$ 25 million project not yet completed).

UNDP has also formulated a large scale program (US\$ 16 million rubble removal from all “Operation Cast Lead” debris in Gaza. To do this, UNDP plans to make use of NGOs as well as contractors. Finance is not yet available, but discussions have been initiated with the EC, Canada and UAE. Project implementation is pending availability of funding and the border being open for import of necessary inputs such as machinery and fuel.

Collaboration between UNDP and JCP on a Swedish funded Early Recovery support may help trigger donor funding for a larger UNDP project if and when related political issues are resolved. UNDP has direct access to strategically important expertise on un-exploded ordinance.

JCP has the experience of doing much of the work with manual labour. And they have procedures for selecting workers in close cooperation with municipal departments, providing protective clothing and insurance to the workers. For heavy work, contractors with equipment are engaged. JCP will in our experience be able to mobilise rapidly and collaborate closely with the technical departments of the concerned municipalities. Speed is the key issue in early recovery!

A focus on northern Gaza is motivated not only by earlier Swedish experiences, but primarily from the fact that here the largest scale destruction took place. It is suggested that also the eastern parts of Gaza municipality are included since the destruction there is huge, the area borders the heavily destroyed eastern Jabaliya. The issues to be dealt with are similar. Follow up from Sweden is facilitated by the fact that Sweden is already involved with the new Sewerage Treatment Plant in the same geographical area.

Rafah has experienced the heaviest destruction. However, considering the limited resources Sweden is likely to have available and the fact that it can not be excluded that Israel will continue attacking Rafah it may be necessary to await a more stable political situation.

Rehabilitation of small scale agriculture

Agriculture has, as earlier mentioned, suffered very heavy destruction from the Israeli offensive. Since agriculture is a key to the economy, with up to 40% of the population living directly or indirectly from agriculture, Sida is well advised to consider initiatives in addition to a possible expanded support to ESDC as indicated above. There are at least two other well known organisations that on their own or in collaboration could make substantial work on agricultural rehabilitation even during the present regime of closure. There are also several capable NGOs with the right type of profile like PARC.

Again, organisations well suited to take on such work are UNDP and JCP. In our view, the two organisations complement each other also when it comes to rehabilitation of agriculture. UNDP providing the umbrella while JCP takes on the work in the field should ensure rapid mobilisation. Such a combined team could work with a high degree of flexibility. It would also be capable of adapting to changing conditions. And it may be healthy to separate the duty from setting priorities and approving works from the task of doing the actual work.

Early recovery of agriculture will include the levelling of land, partly by machines and partly by hand. Re-establishing boundaries between the lots is also essential to recovery. Depending on the availability of material and equipment, support to rebuilding small scale irrigation and green houses may also be part of the program of support. Again, UNDP has larger scale plans for rehabilitation of agriculture. The EU is at present considering a large scale support to recovery of agriculture as and when the conditions are ripe. Fast track support from Sweden could provide a start for such larger programs.

6.3 FUNDING

The total funding needs are far beyond what Sweden alone can be expected to mobilise. It must also be recognised that only selective work can be done at this stage with the borders closed and risks for continued Israeli attacks. However, a fairly substantial amount of money is required to enable a fast track recovery program to “capture possibilities as those emerge”. Portfolio-specific criteria need to be developed for each area of intervention in order to provide transparency for the actors. Such criteria must be developed in dialogue with the potential partners.

To engage on substance in discussions with partners at least tentative financial envelopes need to be set. The following levels are proposed to be tested:

<u>With existing NGO-partners</u>		US\$
Health, including Mental Health	two NGOs via PGS	200.000
Education, including Mental Health	one NGO via Diakonia	100.000
Human Rights and Mental Health	one NGO via Diakonia	100.000
Rehabilitation of Agriculture	one NGO via SCC	500.000
<u>With re-established old partnerships</u>		
Job-Creation/Early recovery of Agriculture	UNDP/JCP	1.500.000
Job-Creation/Rubble removal in built up areas	UNDP/JCP	<u>2.500.000</u>
	<u>Total envelope proposed</u>	<u>US\$ 4.900.000</u>

The actual levels of contributions need to be established on the basis of specific requests and be assessed before decisions are taken. It is recommended that up to 50% of the funding envelopes proposed above, are only tentatively allocated. The full amounts should be made available only when the partner in question has shown results and have approved specific plans for the full amount in place.

The present mission has not taken a stand on whether the funds indicated should be made available from Sida’s vote for humanitarian support or from the development vote. It is suggested a pragmatic approach is applied. Speed is of overriding utmost importance!

7. DAMAGE TO PROJECTS FUNDED BY SWEDEN

The European Union has decided to update the damage report from 2007 for projects funded by EC and by the member states. The quality of the information earlier provided has varied over time and between donors. This time, the EU has tasked IMG to do the assessment and update the report with facts and figures on the damages caused by “Operation Cast Lead” with a uniform methodology.

As part of the present assignment from Sida we were tasked with providing input to the IMG work by assessing damages to projects funded by Sweden. This work was carried out through field visits and interviews in Gaza March 3 – 10, 2009. Substantial support to this work was provided by NGESTP of PWA, JCP of PNA and from Technical departments of municipalities in Gaza and other entities.

In the matrix⁸ appended to this report (appendix 4), physically damaged projects are listed, the nature of damage indicated and costs at the time when the investment was made are given. In reading this information, it is important to note that only costs for direct damage is given. The summary of costs is as follows:

<u>Costs for investments made by Sweden, now destroyed</u>	<u>(US\$)</u>
Streets and public places	1 704 000
Water and Sewerage facilities	139 000
Social Facilities	182 200
Agriculture, fields, greenhouses etc	<u>285 651</u>
Sub-total	2 310 851
Electricity Transmission Line	12 000 000
Gaza Airport, further destruction	750 000
Sewerage Treatment Plant	<u>2 500 000</u>
<u>Grand Total (US\$)</u>	<u>17 560 851</u>

The estimates of costs have been made in line with the EU decided methodology. To understand what this methodology implies, the following might be of help:

“In a case Sweden only financed paving and only paving was destroyed, only the cost for paving when laid is given. But with rain likely to come and with the Israeli border closed delaying repair, even the sub-base of the road/street will be destroyed. Costs for repair will then be considerably higher than indicated above.”

The finding of the present study is that investments financed by Sweden have been substantially damaged in a number of cases. What was destroyed during Operation Cast Lead is estimated to have cost just over 2,3 million US\$ (SEK 19,4 million) when built. Repair costs can be estimated to be between 2 and 4 times that amount. Consequential costs are very much higher but impossible to estimate at this stage.

For the last three investment projects listed in the cost table above, not only direct costs from the latest attacks are given, but also real and/or potential consequential costs. The fact of the matter is that those large scale projects are now at risk of becoming non-feasible due to the strict border regime and the continued attacks. This is in reality already the case with the investments made in the Gaza International Airport and the Transmission line project.

The Construction of the New Sewerage Treatment Plant is at risk but might, with a political solution, still be possible to salvage.

In addition, very serious set backs were observed to more “soft” institutional and human development projects. However, such “wasted” investments were not possible to quantify and cost in the course of the present study.

⁸ Damages caused in December – January, 2008-09, to Swedish financed projects in Gaza, appendix 4

TERMS OF REFERENCE

Consulate General of Sweden
Jerusalem
Sida Country Team oPt
R. Carlman

2009-02-23

1. Background

After the recent war in Gaza the donor community has focused on the immediate humanitarian needs of the Gaza population. Sweden has made a considerable contribution to meeting these needs, mainly by supporting the UN-coordinated Consolidated Appeal and a substantially increased core contribution to UNRWA for 2009.

In addition to the above support, and awaiting the conditions for support to a comprehensive plan for reconstruction, there is a need for support to activities aimed at “early recovery”, e.g. to restore facilities meeting the basic needs of the population for supply of water and electricity, sewage disposal and basic health services.

Sweden has ongoing development cooperation in Gaza within all of the above mentioned areas. This provides an opportunity to contribute to early recovery in cooperation with these partner organisations, i.e. by reallocation of funds or additional funds. Such support could then be complementary to other programmes for early recovery or provide a first quick response before the early recovery activities can be integrated into large programmes with multi-donor financing.

The study aimed at outlining a plan, and assessing the feasibility, of possible Swedish bilateral support to early recovery will also be well suited to include an assessment of damages caused to physical structures and operations partly or wholly financed by Swedish support. Sweden, as well as other EU member states, has decided to make such an assessment.

2. Tasks

The Consultant shall perform the following tasks:

- a) A proposal for possible contributions through existing Swedish partner organisations in Gaza for early recovery and for meeting acute humanitarian needs.

The organisations are primarily, but not limited to, the Palestinian Water Authority/Project Management Unit and, possibly, the Coastal Municipal Water Utility (water and sewage); PGS (Gaza community Mental Health and Palestinian Medical Relief); Diakonia (rehabilitation of disabled) as well as other Swedish NGOs with a presence in Gaza, primarily the Swedish Cooperative Centre and Islamic Relief. If time allows the

Consultant may also make an assessment of the possibility of delivering support to the municipalities in Gaza and the Palestinian Energy Authority. (In the latter case support is primarily done indirectly via Norway).

The proposal shall include the following:

- Description of proposed activities and their objectives;
- An estimate of the financial needs including information on other donors considering or planning to finance the above referred activities;
- Proposed channels and mode of support;
- Ranking of the different contributions with regard to relevance, efficiency and feasibility;
- Any other information the Consultant deems to be relevant.

In preparing the above proposal the Consultant shall take the following into consideration:

- The value added of bilateral Swedish support compared to support via channels for multi-donor support to the PA's plan for reconstruction and early recovery and new programs for Gaza that can be supported via the EC's funding mechanism PEGASE;
- The particular needs of vulnerable groups, women and children;
- Whether the activity primarily will or can be supported via OCHA's CAP, including application to the Humanitarian Relief Fund within the CAP;
- The guiding principles set out in the Early Recovery and Reconstruction Plan presented by the Palestinian Authority;
- Any other considerations the Consultant find relevant.

The Consultant shall present the above assessment in the report.

b) An assessment of damages to projects supported by Sweden

The assessment shall include the following:

- An overall description of damages to buildings and other physical structures wholly or partly financed by Sweden.
- An estimate of the total value (measured as the cost at the time of construction) of the above damages. The estimates shall take into account Sweden's share of the investment.
- A brief narrative description of the effects, so far, on the operations (health services etc) carried out.

The assessment shall mainly be done by collecting information available from the organisations concerned, but the Consultant shall as far as possible seek to assess the reliability of the information received by site visits and by other means. In the report the Consultant shall include his assessment of the uncertainty of estimates presented.

3. Implementation and duration of the assignment

The task will be carried out within a period of two weeks spent mostly in Gaza but also in Jerusalem and in Ramallah. Two days will be spent in Sweden for preparatory contacts with Sida Consultants Hans Pettersson and Olle Colling and for producing the final report.

During his stay in oPt the Consultant shall visit the partner organisations concerned, referred under 2.a above, as well as some of the main organisations involved in planning and implementing early recovery operations. These include, but are not limited to, EC, ECHO, UNOCHA, UNDP, UNRWA and the Municipal Development and Lending Fund (MDLF). The Consultant shall also, when deemed relevant, contact bilateral donors who are co-financing the partner organisations mentioned under 2.a, in particular Denmark and Norway.

The Consultant shall visit the Consulate General in Jerusalem at the beginning and the end of his stay for initial briefing and for presentation of the preliminary report.

4. Reporting

A preliminary written report shall be presented to, and discussed at, the Consulate General in Jerusalem at the end of the Consultants mission. A final report shall be submitted not later than one week after the Consultants has completed his visit to oPt.

The primary contact person at the Consulate General/Sida for the Consultant in carrying out the mission is Rolf Carlman, Sida Country Director for oPt.

LIST OF PERSONS INTERVIEWED

Telephone interviews in Sweden prior to departure to the oPt, (week 9):

Mr Olle Colling on Sewerage Treatment project in Northern Gaza

Mr Hans Pettersson on the Transmission line project in Gaza

Ms Elisabeth Hellsten, Sida, on general programme issues

Sunday, March 1

07.10 Departure from Stockholm to Jerusalem

15.00 Arrival Ben Gurion (arrival in Jerusalem 16.30)

Briefing at Carlmans residence

Monday, March 2

10.00 Rolf Carlman, Maher Daudi and Magdalena Svensson

13.30 Yvonne Fredriksson, Palestina Groups of Sweden, PGS

14.00 Telephone interviews with Kenneth Blixt and Bo Andrén seconded logistics staff with the UN in oPt.

15.00 Christoffer Sjöholm, Regional representative, Diakonia

16.30 Kjell Jonasson (World Council of Churches), Bernard Sabella (MECC)

Tuesday, March 3

07.00 Departure for Gaza with Magdalena Svensson

10.00 Site visits to Jabalyia and Beit Lahyia with PWA to view destruction from Israeli attacks in December 2008 – January 2009

13.00 Interview with Sadi Ali, NGEST, PWA

14.00 Municipalities Development and Loan Fund, MDLF (Mr Mutaz Muhasien)

15.00 Palestinian Energy & Natural Res. Authority, PENRA (Adel AlHabash)

16.30 Visit with Sadi Ali, PWA, to Beit Lahyia to meet Mr Mohammed al Masri, former mayor of Beit Lahyia, now director of the Northern Governorate

Wednesday, March 4

07.00 Parting meeting with Magdalena Svensson (who returned to Jerusalem)

09.00 Meeting with UNDP (Khaled Abdel Shafi, Basil Eleiwa, Jihad al Khatib)

10.00 World Bank, Zeyad Abu-Hassanein

11.00 PNA Job Creation Program (Badr el-Hussini and Marwan Abdel Hamid)

12.00 Gaza Community Mental Health Programme (Ahmed K. Tawahina)

13.00 Islamic Relief (Mohammed R. Alsousi)

15.00 UN-OCHA (Christina Blunt and Hamada A. Al-Bayari)

16.00 Consultations with Sadi Ali, PWA

Thursday, March 5

08.30 Palestinian Medical Relief Committees (Abdalhadi Abu Khousa)

09.30 Coastal Municipalities Water Utility (Maher AlNajjar and Monther Shoblak)

10.30 Al Mezan Center for Human Rights (Issam Younis, Mahmoud AbuRahma)

11.30 Union of Near East Council of Churches, Committee for Refugee Work (Constantine S. Dabbagh)

12.20 Working lunch at UNRWA campus with visiting Sida delegation and PWA

13.00 Attending briefing given by John Ging, UNWRA, for Sida delegation

14.15 Tamer Institute (Mahmoud Balousha and Eyad Balawai)

Friday, March 6

09.00 Field visit to the Northern Municipalities to verify damages (Jehad from Job-Creation Program, Khalil Matar from Beit Lahya Municipality and Sofian Hamad from Beit Hanoun Municipality (Bad´r el-Hussini)

Saturday March 7

08.00 Breakfast meeting with EUNIDA (Paul Wolstenholme)

09.00 Compiling notes and discussing strategy and approach with Sadi Ali

Sunday, March 8

08.00 Near East Council of Churches, site visits with Mr. Constantine S. Dabbagh

12.30 Gaza Community Mental Health Programme (Ahmed K. Tawahina)

Monday, March 9

08.00 Report writing

09.00 Visit to EUNIDA/IMG office to collect information from Paul Wolstenholme

09.30 Field visit to damaged water and sewerage projects and job creation programmes in the north (Sadi Ali, GWPMU and Eng. Hamed Dardona)

12.30 Meeting with the Job Creation Programme of PNA (Bad´r El Hussini, Jihad and Sadi Ali) to review old Job Creation programs

14.30 Meeting with Jihad al Khatib, UNDP agricultural program

15.00 Completing damage report on Swedish funded projects for EUNIDA-mission

Tuesday, March 10

08.00 Report writing

09.00 Down loading satellite images

14.00 Departure for Jerusalem

Wednesday, March 11

09.00 Writing presentation, discussions with Sida staff at Consulate

14.00 Debriefing meeting with Rolf Carlman and colleagues at consulate

16.00 Interview over the telephone with ESDC, SCC-supported project in Gaza (Mr Sary Sahhar)

Thursday, March 12

08.00 Work on compiling the report

13.00 Departure from Jerusalem for Stockholm

ACRONYMS USED

Diakonia	Swedish Non Government organisation
ESDC	Economic and Social Development Centre (Pal. NGO)
EC	European Commission
EU	European Union
GCMHC	Gaza Community Mental Health Committee (Pal. NGO)
IMG	International Management Unit (Unit linked to the EC)
JCP	Job Creation Program of the PNA, (Presidents Office)
MDLF	Municipal Development and Lending Fund
NGEST	Northern Gaza Emergency Sewerage Treatment Plant
NGO	Non-government Organisation
oPt	Occupied Palestinian Territories
PCHR	Palestinian Committee of Human Rights
PGS	The Palestine Solidarity Association of Sweden (NGO)
PMRC	Palestinian Medical Relief Committees
PNA	Palestinian National Authority
PWA	Palestinian Water Authority
SCC	Swedish Cooperative Centre (Swedish NGO)
Tamer Inst.	Tamer Institute for Community Education (Pal. NGO)
UAE	United Arab Emirates
UNDP	United Nations Development Program
UNWRA	United Nations Works and Relief Agency

APPENDIX 4

DAMAGE TO SWEDISH FINANCED INVESTMENTS

Damages caused in Dec/Jan, 2008 - 2009, to Swedish financed projects in Gaza

<i>Name of project</i>	<i>Financier</i>	<i>Location</i>	<i>Description of damage</i>	<i>Investment destroyed US\$</i>
Roads and publ parks				
Internal and main roads in Western part of Beit Lahyia, Al Salateen str	Sweden	Beit Lahyia	Partial damage to paved street including carriage way and side walks over an area of 6000 sqm	195 000
Internal and main road in Western Beit Lahyia Al Nasser Road	Sweden	Beit Lahyia	Total damage to paved road earlier rehabilitated over an area of 3 000 sqm including gravity sewage line	100 000
Internal and main road Western Beit Lahyia between square and American school Al Tatra street	Sweden	Beit Lahyia	Total damage to paved road earlier rehabilitated by Sweden, 3 000 sqm including gravity sewage line	150 000
Internal and main roads in Jabalyia, Al Quods Street	Sweden	Jabalyia	Total damage of the road. Swedens investment was mainly to repair damages from Israeli incursion in 2004	100 000
Main road and internal Salah Dardona Street, sidewalks	Sweden	Jabalyia	Total damage of the road. Swedens investment was to build the sidewalks now destroyed	65 000
Road no 4, (Al Karam Street Repairwork after earlier invasion	Sweden	Jabalyia	Total damage to the whole road over a length of 2 km The Swedish investment in repair in 2004 totally lost. In addition the whole road base is now destroyed and requires total reconstruction	90 000
Internal and main road Gaza street	Sweden	Beit Hanoun	Paving completely destroyed over 3 000 sqm pipes possibly ok	100 000
Internal and main road Hamad street	Sweden	Beit Hanoun	Paving destroyed over an area of 2 100 sqm	70 000
Internal and main road Dimra street	Sweden	Beit Hanoun	Paving with interlocking tiles and sidewalks destroyed Repair work partially started. 6 000 sqm tiling and 2 000 sqm sidewalks	250 000
Internal road Magbara street	Sweden	Beit Hanoun	Paving destroyed in 1 500 sqm	50 000
Internal road El Ajoz street	Sweden	Beit Hanoun	Paving destroyed over an area of 300 sqm through bomb crater in land adjacent to the street	10 000
Canal / Jalaa Street	Sweden	Gaza	Partial damage to paved street including carriage way	25 000
Street No 5	Sweden	Gaza	Partial damage to paved street including carriage way	85 000
Extension to Orabi Street	Sweden	Gaza	Partial damage to paved street including carriage way	18 000

Street No 10	Sweden	Gaza	Partial damage to paved street including carriage way	8 000
Omar al Mukhtar street, Shifa to Rasheed street	Sweden	Gaza	Partial damage to paved street including carriage way	8 000
Orabi street	Sweden	Gaza	Partial damage to paved street including carriage way	25 000
Rasheed Street	Sweden	Gaza	Partial damage to paved street including carriage way	30 000
Sobat Al Mofti and Hijazi Str.	Sweden	Gaza	Partial damage to paved street including carriage way	60 000
Al Tawaheen street	Sweden	Gaza	Partial damage to paved street including carriage way	15 000
Public Park no 1	Sweden	Beit Lahyia	Serious damage to park facilities, structural damages destruction 50% of investment in 1996 (200 000 US\$)	100 000
Rafah Play Ground	Sweden	Rafah	Serious damage to play ground facilities including structural damages	150 000
Total for destruction of streets and public places				1 704 000
Water and Sewerage				
El Mashyia pumpingst. 1	Sweden	Beit Lahyia	Roof over screen chamber and structural damage	6 000
Pumping Station no 5	Sweden	Beit Lahyia	Partial damage to structure	5 000
Stormwater pipeline Al Auda street	Sweden	Beit Lahyia - Beit Hanoum	Pipeline and manhole damaged	8 000
El Mahader Sewage Pumping station	Sweden	Jabalyia	Partial damage to civil works and mechanical equipment	25 000
El Hissi Ground water supply station	Sweden	Jabalyia	Civil works damage	10 000
Khuzaa Water Networks projects	Sweden	Khuzaa	Total damage to the Water Networks (completely destroyed).	75 000
Abbasan Al Kabira Water Networks projects	Sweden	Abbasan Al Kabira	Partial damage	10 000
Total for destruction of Water and Sewerage				139 000
Health, Education and other Social facilities				
Al -Awda Clinic	Sweden	Jabalyia	Partial damage to structure , windows and doors	5 000
Al Sorani Clinic	Sweden	Gaza	Partial damage to structure , windows and doors	20 000
Doctor hostel at Al Shifa hospital	Sweden	Gaza	Partial damage to structure , windows and doors	6 000
Extension to Psychiatric hospital	Sweden	Gaza	Partial damage to structure , windows and doors	10 000
Khuzza Clinic	Sweden	Khuzaa	Partial damage to structure , windows and doors	2 000
Ansar Clinic	Sweden	Gaza	Total damage to the clinic (completely destroyed)	30 000
Halima Al Sadea School	Sweden	Jabalyia	Partial damage to structure , windows and doors	3 000

Ramez Fakhira school	Sweden	Gaza	Partial damage to structure , windows and doors	6 200
Shabab Dier albalah club	Sweden	Dier Al Balah	Partial damage to structure , windows and doors	10 000
Nusirat club	Sweden	Nusirat	Total damage to the club (completely destroyed)	85 000
Shabab Rafah club	Sweden	Rafah	Partial damage to structure , windows and doors	5 000
Total for destr. of Social facilities, schools, health				182 200
Agriculture				
Various farming areas	Sweden/SCC	Gaza strip	Humanitarian assistance to farmers in the Gaza strip through ESDC. Animal Sheds, Greenhouses and land rehabilitated by the project was again partly destroyed in the attacks	285 651
	ESDC			
Total destruction to Agricultural projects				285 651
Sewerage Treatment Plant				
Northern Gaza Eastern Sewerage Treatment Plant	Sweden, WB	Jabalyia	Design paid by Sweden and finished in 2003 (2,5 mill US\$). However, the project could not proceed due to Israeli restrictions. Serious environmental consequences.	
	France			
Total investment in design, potential loss.				2 500 000
Gaza Airport				
Installation of Water pipes	Sweden	Rafah	Total damage	275 000
Construction of Water Carrier to Gaza Airport	Sweden	Rafah	Total damage	130 000
Irrigation Networks and planting of trees	Sweden	Rafah	Total damage	200 000
Runway protection shoulders	Sweden	Rafah	Total damage	145 000
Total Swedish investment lost at airport				750 000
Electric Power				
Transmission line in Gaza	Sweden	Gaza strip	The project was started in 1996 and includes the construction of a 17 km long 220 kV transmission line with two sub-stations. The work has not been possible to complete due to continuous incursions. The western sub-station is in operation after several Swedish financed repairs after previous damage. The Northern sub-station has not been possible to commission. It has been seriously damaged several times and further damaged during operation Cast Lead. The total investment, except for the western sub-station, must now be seen as a "write off". The whole investment made by Sweden, he attacks in early 2009 was the final "nail in the coffin" to this 12 – 15 million US\$ project.	
Total investment loss in Transmission Project				12 000 000
Grand total destroyed or potentially lost				17 560 851

PHOTOS ILLUSTRATING DAMAGE



Olive plantation



Bomb crater in olive plantation



Concrete factory



Residential buildings



Residential multi storey building



Residential building in Jabalyia



Recreation Park in Beit Lahyia



Main Street Beit Hanoun – Beit Lahya. Bomb crater damaged Sewerage pipeline



School in Beit Lahya



Main Road and street lighting



Residential building



American International School