



## Final Narrative Report September 2017 - December 2022

# Access Coordination and Monitoring Support Project

**Title of Project:** UNDP/PAPP - Access Coordination and

Monitoring Support Project – Gaza Strip

**Project Code/Number:** Award No. 00060907

**Operations and Services Manager:** Abdulkerim Al-Khafaji

Name of Donor: Government of Norway

Name of Executive: UNDP/PAPP

**Project Location(s):** Gaza Strip

**Grant Start Date:** 01 September 2017

**Grant End Date:** 31 December 2022

**Grant Total Months:** 77 Months

**Period Covered by the Report:** From 01 September 2017 to 31 December

2022

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#### **Background**

The humanitarian situation in Gaza has been deteriorating since the imposition of blockade in 2007. The Palestinians are affected by a protracted protection crisis and suffer from chronic humanitarian concerns. Compounding the situation is the deepening financial crisis, ongoing political divisions, and lengthened political conflict that has left Palestinians vulnerable to violence and lacking access to essential basic services.

The blockade imposed by Israel continues to stifle the lives and livelihoods of more than two million Palestinians living in the Gaza strip. This collective punishment and the restricted movement of people and goods has crippled Gaza's economic growth and the lives of Palestinians. The economy has ground to a halt and people have been denied their freedom, access to essential services and basic human rights for over a decade. The blockade has shut down trade, separated families and prevented people from travelling for healthcare, education and business. According to the UN, electricity and power shortages, the highest unemployment rate in the world, and inability to access even the most basic necessities such as food and clean water.

The prolonged humanitarian crisis in Gaza, coupled with new socio-economic factors such as cuts made by the Palestinian Authority to the salaries of public employees and declining donor assistance to the Occupied Palestinian Territory, is creating new layers of vulnerability that have seen people resorting to debt and borrowing as well as being forced to prioritize expenditure between their daily basic needs. Gaza suffers from high levels of poverty and vulnerability to poverty, inadequate social safety nets and a dysfunctional economy and markets.

In an attempt to support the delivery of assistance and enhance livelihoods, the Access Coordination and Monitoring Support Project (ACMSP) was established in 2010 to develop a proactive access strategy for materials, as well as to provide direct support to the humanitarian and development community, including through access negotiations with the Israeli side. The work of the ACMSP has been made possible through generous support from the Norwegian Ministry of Foreign Affairs. The ACMSP continues to respond to the need for materials required for essential projects in the Gaza Strip through a proper coordination mechanism, for UNDP, Non-UNDP, and international organizations.

Due to the continuation of the blockade of Gaza, the agreement covering Grant nr.5 was signed between UNDP/PAPP and the Government of Norway in August 2017. This agreement was amended four times, and a no cost extension was approved for the project to continue until 31 December 2022.

Moreover, the spread of the COVID-19 pandemic has worsened the situation in the Strip and resulted in the identification of additional needs and response projects that contribute to

improving the living conditions for the Palestinian people in Gaza. In terms of materials entry, there have been notable delays and a decrease of materials and goods entered into the Gaza Strip from Israel since the beginning of the COVID-19 pandemic due to both security and health measures.

The blockade imposed by Israel in mid-2007 still represents a significant constraint and continues to weaken economic opportunities and people's livelihoods in the Gaza Strip. This includes the restrictions on the transfer of goods and entry of construction materials defined as 'dual use' items by the Israeli Coordinator of Government Activities in the Territories (COGAT). These restrictions delayed the implementation of essential humanitarian and development projects as most construction materials are defined as 'dual use' items.

Following the June 2010 Israeli Cabinet decision to ease certain aspects of the closure policy on the Gaza Strip, access of goods and materials through international projects became more possible. Accordingly, UNDP established the Access Coordination and Monitoring Support Project to be responsible for the coordination, monitoring, and control of construction materials' movement and storage/handling in an attempt to provide direct support to the humanitarian and development community, including through access negotiations with the Israeli side.

There is a strong sentiment that the economic and humanitarian crisis in the Gaza Strip needs to be addressed in an effective and sustainable manner<sup>1</sup>. The recent deterioration in the political environment and the renewed eruption of clashes makes it even more urgent. Dealing with the ongoing electricity crisis is the first step towards economic revival. Hospitals, schools, water desalination, sewage treatment facilities, and agriculture are at the receiving end of the electricity crisis, with the poorest segments of the population enduring most of the distress, as electrical generators and clean water are beyond their means.

#### **Access Coordination and Monitoring Support Project (ACMSP)**

The establishment of the Access Coordination and Monitoring Support Project was to ensure the coordination, monitoring, and control of materials' movement and storage of UNDP construction materials in light of access restrictions imposed by Israel. Since then, the situation has worsened with increased poverty and unprecedented unemployment rates reaching as high as  $48.6\%^2$ .

The need for the ACMSP continues to facilitate materials entry for construction projects, which represent a major sector in supporting Gaza's already collapsing economy.

 $<sup>1 \ \</sup>text{World Bank, } \ \text{Economic Monitoring Report to the Ad Hoc Liaison Committee (September 27, 2018), p. 21.$ 

<sup>2</sup> UNOCHA, <u>Humanitarian Response Feb. 2021, p. 4.</u>

The uncertainty of the political and security situation in the Gaza Strip requires a risk analysis to ensure the continuous availability of construction materials for the planned projects, even during post-crisis. The Access project developed strategies and action plans to act promptly, taking into consideration the different scenarios. The experience accumulated by UNDP over the past thirteen years allow for a rigorous monitoring system to react to any unforeseen situation, and a strong relationship with the Israeli and local authorities to address challenges encountered.

Having a strict mechanism to ensure accountability and transparency of the import and use of goods and materials could prevent further restrictions imposed by the authorities. Furthermore, the project was contributing to keeping the local market prices stable through increased access and stockpiling. Without the mechanism, local suppliers could take advantage of the scarcity of goods and materials and dictate prices in the local market. Thus, the ACMSP had a role in sustaining the positive impact of the recovery and development projects in Gaza.

On top of the extensive efforts excreted by the Access Project in coordinating and receiving materials, the ACMSP successfully obtained special approvals and managed to coordinate and receive the first two medical microwaves in the Gaza Strip for the Improvement of Health Care Waste Management System project. The microwaves contribute to the protection of public health and improve the well-being of the Palestinian population in the Gaza Strip by controlling the pollution resulting from improper management of healthcare waste.

Furthermore, in close collaboration with the Palestinian Contractors Union (PCU), capacity development/technical assistance was provided to PCU, to ensure the continued effectiveness and update of the established data management system, which provides essential information about contractors. The project has also supported the capacity development of the Palestinian customs management, ensuring a smooth movement of materials at the Palestinian side of Kerem Shalom

#### **ACMSP Achievements**

## **Summary of Coordinated Materials during the Reporting Period - September 2017 – December 2022**

Access Coordination and Monitoring Support Project (ACMSP) continued to play a key role in ensuring facilitated entry of materials into Gaza. The long-lasting experience and well-recognized role of UNDP in coordinating access of goods into Gaza with the relevant authorities (Israeli authorities, Palestinian authorities, Gaza local authorities, UN and international partners) allowed for a timely and efficient implementation of early recovery initiatives, which ultimately contributed to improving people's livelihoods. During the period of September 2017 to December 2022, the Access Coordination and Monitoring Support Project managed to coordinate and receive a total of 28,516 tons of different construction materials, equivalent to

1,003 truckloads. Regular engagement with all stakeholders further minimized barriers to the access of materials and promoted uniformity in policies and standards across the occupied Palestinian territory.

During the reporting period from September 2017 up to December 2022, the Access Coordination and Monitoring Support Project managed to coordinate and receive a total of 28,516 tons of different construction materials including 201,493 items of miscellaneous materials equivalent to 1,003 truckloads as illustrated in figure 1 below.

Materials Received during the reporting period from	ABC Materials: "Cement, Steel and Aggregate" (Ton)	Miscellaneous Materials (item)
(September 2017 to December 2022)	11,004.41	201,493

Total Materials Received (Ton)	(Total) Trucks)
28,516	1,003

Figure 1: Coordinated materials during the reporting period (September 2017 – December 2022)

More rigorous efforts were exerted to obtain approvals, materials coordination, and necessary communication to receive one truck of miscellaneous materials. The efforts are also extended in the receipt, transporting, escorting, and monitoring of the end-use of these items.

Moreover, the required clearance and approvals for these miscellaneous items have been increased to include additional types that were previously rendered acceptable to enter. The miscellaneous items are categorized into five categories as follows: a) General Miscellaneous; b) Electrical Items; c) Telecommunication Items; d) Chemical Items; and e) Industrial Materials. Each category needs to be cleared from different Israeli departments. The general miscellaneous items are cleared directly from CLA. The electrical and telecommunication items are usually cleared and approved by the Israeli Telecommunication Department, while the chemical items are checked and approved by the Israeli Environmental Department. The last category is Industrial Items, such as laboratory equipment and medical and analytical tools, which are usually cleared by the Department of Industry, Trade, and Labour.

#### Approved Applications from CoGAT/CLA during the reporting period

UNDP has established an access coordination mechanism that entails cooperation with all involved partners. It is based on the purpose, scope, roles and responsibilities, and management commitment of the entities of the following: a) Israeli Coordinator of the Government Activities in the Territories (COGAT) and its division of Coordination and Liaison Administration (CLA); b) Palestinian Authorities, in particular, the Border and Passage General Department, Presidential Committee for Commodities Coordination and Ministry of

Finance; c) Gaza Local Authorities; and d) UN and other international partners (UNRWA and UNOPS).

Some projects need certain types of miscellaneous items, especially health, water and sanitation (WATSAN) projects. These miscellaneous items require additional higher levels of clearance and approvals. The GoI classifies miscellaneous items into five categories: a) General Miscellaneous; b) Electrical Items; c) Telecommunication Items; d) Chemical Items; and e) Industrial Materials. The approval for each category is delegated to a different Israeli department, and all of the categories must initially be endorsed by CLA, before referral to final approval from the delegated department. General miscellaneous items are cleared and approved directly from CLA. The electrical and telecommunication items are usually cleared by CLA and approved by the Israeli Telecommunication Department, while the chemical items are checked and approved by the Israeli Environmental Department. The last category is Industrial Items, such as laboratory equipment and medical and analytical tools, which are usually cleared by the CLA and approved by the Department of Industry, Trade, and Labour.

Despite the enormous efforts and complex levels of approvals required to approve these miscellaneous items, the ACMST succeeded to obtain 107 approvals and coordinate for projects/applications of different miscellaneous requests for restricted materials.

## **UNDP Warehouse Management for ACMSP Operations Role of UNDP Warehouse Management:**

The operation of the UNDP warehouse was a competitive advantage for the implementation of the required storage operations in an efficient manner by the access coordination unit. The warehouse has a multi-functional use, namely, storage for non-aggregate materials, mainly construction such as steel, cement or other items as mechanical/ electrical equipment, and ending with sorting capability.

The UNDP warehouse is serving as a junction point in the materials delivery cycle from entry to points of destination, through which critical operational functions are performed. In addition, UNDP warehousing operations require equipment and tools to be used for loading and off-loading as well as packing equipment that is stored on site at the Warehouse.

Access Project resident offices were located within the UNDP warehouse to perform the monitoring and follow up functions and materials handling, testing, and distributing to project sites, or destination points.

#### Material transfer from UNDP warehouse to UNOPS One-UN warehouse

The 2021 Gaza Access Review, commissioned by UNSCO, recommended a move toward consolidation and better streamlining of UN dual-use access mechanisms. Following the guidance of the RC/HC and relevant Heads of Agencies, a transitional Gaza-level working group was established in April 2022. Based on the formation of the One-UN Gaza Advisory

and Technical Group on Dual-Use Material Access and Coordination, an agreement was signed between UNDP and UNOPS on 05 October 2022 to store all coordinated (dual use) material in the One-UN warehouse located at the same Karni area (PIEDCO industrial zone).

The One-UN warehouse is considered a procurement and logistics cooperation arrangement among the different UN agencies operating in the Gaza Strip and implemented under the Project Management Unit (PMU) of UNOPS. It aims to ensure that the much needed high-risk dual-use (HDU) and dual-use (DU) materials for major infrastructure projects in Gaza are readily accessible to specific contractors engaged by the different UN agencies. Accordingly, UNDP transferred its stored material on 06 October 2022 to the One-UN warehouse and kept a close follow up with UNOPS teams to monitor the release and use of the material upon the agreed standard of procedures.



GPS coordinates for the One-UN warehouse: Latitude: 31.47649 Longitude: 34.47389

#### **ACMSP Implementation Framework and Organizational Structure**

The ACMSP provided an effective model in access coordination and has been an essential driver for the entry of dual-use materials into Gaza. It has increased the availability of construction materials to enable the implementation of various UNDP projects across the Gaza Strip that are essential to economic recovery and improved livelihoods.

With the agreement between the UNDP/PAPP and the Representative office of Norway coming to an end, the transfer of material stored at the UNDP warehouse to the One-UN warehouse was necessary out of the obligation of the Access Coordination Project to ensure the uninterrupted monitoring of the coordinated and imported materials.

While a warehouse team are supervising the material consumption and balances in the One-UN warehouse in addition to paying spot checks to contractors' warehouses, all materials are stored in an area reserved for UNDP, the staff are monitoring the material and provide inventory report describing the type and quantities of the remaining materials, and upon the standard procedure, the release of any item can be done after submitting a request for material documents signed by the contracting company, where the project manager logs into the GRAMM system to submit the request and coordinate with the staff to get the materials on the specified date and time. All materials are used upon the original justification in the same location, afterward, the installed and used materials are reported as "used" in the system. Annex-3 shows the UNOPS document used for the release of materials from the One-UN warehouse.

#### The Management Structure of the ACMST:

To ensure a structure that is adapted to operational requirements, it was decided to amend the organigram of the Access Coordination and Monitoring Support Team (ACMST) as per the Figure 2 below:

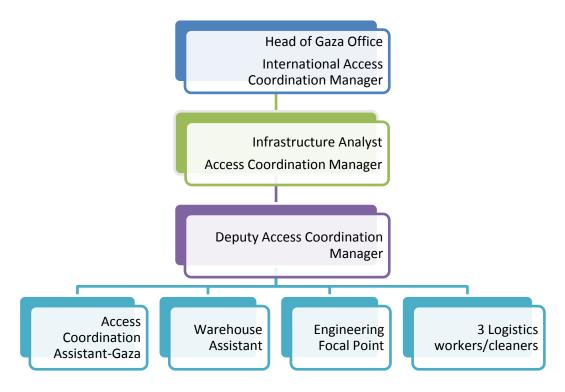


Figure 2: ACMST structure for implementing ACMSP activities.

#### **Challenges and Risks**

A number of challenges were faced due to increased restrictions applied by the Israeli authorities and continuous revisions to the mechanism of access coordination. Another key risk was the unforeseen deterioration of the security situation in Gaza. However, successful measures have been put in place to deal with any security deterioration that would negatively impact staff and progress of interventions.

Following security escalations in the Gaza Strip, the Coordination and Liaison Administration (CLA) has usually suspended all approvals for projects or materials. In the meantime, some projects required an urgent delivery of materials, to carry on the intended activities. UNDP, through its ACMSP team, has managed to negotiate through periodic meetings with CLA and justify the importance of the requested materials and explain the impact of delaying projects.

Another challenge that has impacted the implementation of the project was related to the COVID-19 pandemic, resulting in a lockdown that caused a delay in the entry of materials, prevented working on sites, and thus prevented the ACMSP services to projects. However, the team has adapted to the new working conditions and managed to obtain approvals for critical materials, such as the electrical generator for Khan Younis Wastewater Treatment Plant, a medical microwave for treatment of medical waste, in addition to many other miscellaneous items, such as PV panels, inverters, stainless steel pipes, and mechanical fittings, etc.

The risk management measures included the following:

## Avoiding confiscation of coordinated materials through ACMSP at Karm Abu Salem crossing point — at Palestinian side (De facto government)

ACMSP used to face issues with the contractors who did not fulfil their financial and tax obligations towards the de-facto government in Gaza. This could have resulted in a confiscation of coordinated materials, delivered to projects implemented through those contractors. As a mitigation measure, the materials from the crossing were placed under ACMSP's custody at UNDP Warehouse until the contractors cleared all their financial/tax obligations. Restrictions were also placed on the contractors to ensure the fulfilment of all their financial/tax obligations before being eligible to conduct projects requiring coordination through the ACMSP.

## Removing confusion resulting from discrepancies between planned and actual coordination

Coordination with CLA entails providing actual photos of coordinated materials and accessories according to approved coordination requests and Lists of Materials (LOM).

To eliminate discrepancies, ACMSP, through a contracted Israeli logistics company, provided CLA with the necessary photos according to the actual brands and specifications coordinated, for them to make proper checks on the Israeli side and hence avoid unnecessary delays.

#### **Lessons Learned**

The Access team has successfully established a system that enhanced the smooth operation of activities and improves effectiveness and integrity in implementing development projects in the Gaza Strip. Based on the direct implementation of the project activities and interactions with different stakeholders, the Access team has learned valuable lessons from the challenges and risks encountered over the thirteen years of operation. These lessons led to the development of effective measures to cope with and adapt to the specific demands of the Gaza Strip situation. The key lessons learned and best practices include:

#### **Effective Stakeholder Engagement**

Building trust and transparent communication channels with stakeholders, including the de facto authorities, Israeli authorities, and contractors, is crucial. Lessons learned include establishing clear protocols for financial and tax obligations, placing materials under custody until obligations are fulfilled, and setting restrictions on contractors. Effective stakeholder engagement ensures smooth coordination and minimizes the risk of confiscation.

#### **Accurate Coordination and Documentation**

To avoid confusion and discrepancies, accurate coordination and documentation of materials are essential. Lessons learned involve providing actual photos and specifications of coordinated materials to the Israeli authorities through the contracted logistics company. This enables proper checks and reduces delays caused by inconsistencies between planned and actual coordination.

#### **Agility and Adaptability**

Adapting to new imposed systems and handling ad-hoc pending issues promptly is a valuable lesson. The project team learned to understand and navigate the changing requirements of Israeli authorities, especially regarding the dual-use list of materials. Transparent communication, proper planning, and monitoring of commodities allowed for timely handling of pending issues, ensuring the smooth flow of materials.

#### **Proactive Risk Management**

Lessons learned emphasize the importance of proactive risk management, particularly in obtaining approvals for material entry. The project team recognized the challenge of

obtaining necessary approvals from Israeli authorities and developed strategies to address it. This involved establishing trust with the Coordination Liaison Administration (CLA), maintaining transparency, and closely monitoring compliance with regulations and coordination requirements.

These lessons learned from th project can serve as valuable insights for future projects operating in similar contexts, promoting effective coordination, avoiding confiscation, reducing discrepancies, handling ad-hoc issues, and ensuring transparent and trust-based communication with key stakeholders.

#### **Success Stories**

The fifteen years blockade, imposed by Israel since mid-2007, continues to represent a significant constraint, reducing economic opportunities and affecting people's livelihoods in the Gaza Strip. This includes the ban on transfer of goods and entry of basic materials and goods from and into the Gaza Strip. Entry of construction materials for the projects of UNDP and other entities is allowed only via the crossing at Kerem Shalom, which is the only commercial crossing that remains functional for the transfer of goods between Gaza and Israel.

During the whole duration of project implementation, UNDP projects were directly affected by the multiple hostilities in the Gaza Strip, the restrictions imposed delays to the implementation of essential humanitarian and development projects, as most construction materials are defined as 'dual use' items by the Israeli COGAT/CLA, and the import of cement, steel and several miscellaneous items continued to be restricted for some time. Through the ACMSP, UNDP increased the availability of various construction materials in the Gaza Strip, allowing the implementation of both humanitarian and development projects.

The ACMSP has managed to coordinate access of materials for projects that serve different sectors, supporting a large number of beneficiaries. Other organizations and entities solicited the Access project assistance: Gaza Municipality, ICRC, CMWU, UNICEF, etc. They requested help in obtaining approvals and coordinating materials, especially after the decision of the PA to suspend all coordination with Israeli authorities. The ACMSP created special SOPs for this matter and communicated with CLA to address these additional requests for support.

## Support the Improvement of Health Care Waste Management System in the Southern Governorates of the Gaza Strip

UNDP through the Access Coordination and Monitoring Support Project facilitated the entry of the first Microwave for Medical Waste Treatment in the Gaza Strip. The microwave will be used to treat medical waste as part of the response to the COVID-19 pandemic to ensure proper disposal of medical waste from health facilities and reduce its spread.



The medical microwave aims to protect public health and improve the wellbeing of the Palestinian population in the Gaza Strip through controlling the pollution resulting from improper management of health care waste. The microwave accessed the Gaza Strip during the lockdown, and it was challenging to the team to handle during the restriction of movement and mixing with people.

The project complements the ongoing pilot initiative implemented by JICA focused on the improvement of healthcare waste management within hospitals and clinics. It is planned to improve the efficiency and operation of the medical waste treatment facility in the southern area of the Gaza Strip.

The Access Coordination and Monitoring Support Project contributed to this project by providing the necessary coordination services, obtaining the required approvals from the Israeli authorities and managing to facilitate a smooth entry of the first medical microwave on 20 May 2020.





Figure 3: Medical Microwave to treat medical waste implemented by UNDP/PAPP

UNDP under the ACMSP, provided assistance to non-UN agencies that work in the humanitarian field such as Educaid Onlus-Italy to coordinate and receive assistive devices from Italy for their project "I-CAN: Independence, Capability, Autonomy, Inclusion:

Independent Living Center for Persons with Disabilities in the Gaza Strip". The ACMSP has provided the coordination services to obtain the necessary approvals and managed to facilitate smooth entry of the assistive devices into Gaza for Persons with disabilities (PWD), in particular of WWDs (Women with Disabilities) in the Palestinian Territories, in coherence with the UNCRPD (United Nation Convention of Persons with Disabilities).





Figure 4: Receipt of Assistive Devices from Italy for PWDs by UNDP/PAPP

The project made available 66 wheelchairs for children and adults, 21 postural systems from cushions to chair backs for all ages, 13 walkers, 10 aids for bathroom adaptation, 7 stabilizers and systems for transfers, 21 material parts for improved hand functioning, 53 aids for daily activities, 32 technological tools for communication support, 60 spare parts for manual and electric wheelchairs, scooters and others.



Figure 5: Assistive devices received by UNDP/ACMSP

#### **Conclusion**

ACMSP was highly relevant to the Gaza context and effective in allowing the continuation of development initiatives that serve the Palestinian population.

During the period from September 2017 and up to December 2022, ACMSP directly supported 1.5 million people and contributed to the recovery of the Palestinian economy by generating approximately 655,000 workdays in the construction industry.

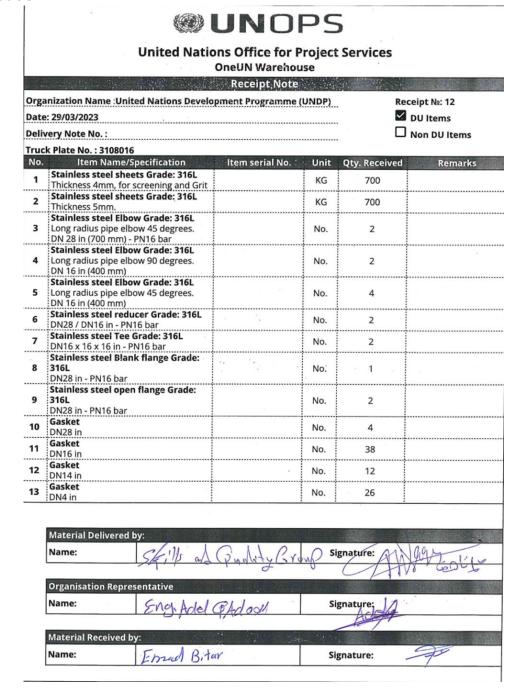
As part of its 2017-2022 programme, UNDP was committed to the implementation of vital infrastructure projects in the Gaza Strip valued at approximately 55.57 million dollars. This commitment included critical interventions in the Gaza Strip that targeted the education, health, environment, energy, and WASH sectors. These commitments were made possible with support from ACSMP, as these required the coordination of materials to upgrade services for the Palestinian community and contribute to economic growth.

#### **Annexes:**

#### **Annex-1: Photos of completed projects:**



### Annex-2: List of Material Transferred from UNDP Warehouse to One-UN Warehouse:



#### **Annex-3: Asset Transferred from Access to Administration:**

DocuSign Envelope ID: 0BF85694-FC54-4CF3-9549-C6C906C5B942

United Nations Development Programme

DocuSigned by:

Special Representative UNDP PAPP

31-May-2023



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#### Asset Transfer-in/Transfer-out Form

HQ-REF No: \_\_\_\_\_\_\_(To be filled by ASD)

Atlas Asset ID (Atlas generated number)	Atlas Tag ID (UNDP bar-coded label)	Business Unit (currently in ATLAS)	Description (item name/ model/manufacture r)	Serial Number (Not applicable for furniture)	Year of Purchase	Purchase Value	Net Book Value
PAL10:00000000 1845	104- ess23-10 21/19 PAL 21UNDP: MAZDA2 1PS23- 215-21-		VOLKSPoloAcc ess23-104- 21UNDP19	WVWZZZ6RZD Y219850	04-Sep- 2013 23-Feb- 2016	15412.19 22245.75	3,317.8 9 9,724.9 3
PAL10:000000000			ACCESS-UNDP	BM6278- Z1322504			

COA of receiving unit

BU	Op.Unit	Contract #	Exp org	Project ID	Activity / Task	PC BU	Respomsible Partner	Funding Source
Undp-pal	PAL	0004933 4.3	70001- PAPP- Central	00049334	Activity 2.Q1	Undp-pal	001981-undp	UNDP 02300 RR Prog Sppt Country Offices 00012  UNITED NATIONS

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4D34A1FFEFEB48A... Prog Associate.& Assets Focal Person- AFP

31-May-2023

Docusigned by: 31-May-2023

Abdulkerim Al-khafaji Operations Manager

Asset Transfer-in/Transfer-out Form 25 October 2012 **Annex-4: Summary of Financial statement**