

Project Document Format for non-CPAP Countries or Projects outside a CPAP

**United Nations Development Programme
Country: Palestinian Territories (West Bank and Gaza Strip)
Project Document**

Project Title: Strengthening Access Coordination and Monitoring Capacity – Gaza Strip

UNDAF Outcome(s):

Expected CP Outcome(s): Gaza recovery and reconstruction is supported by key rehabilitation and reconstruction initiatives

(Those linked to the project and extracted from the CP)

Expected Output(s): Access of materials in Gaza is facilitated and UNDP is fully accountable for the use of imported materials

(Those that will result from the project)

Executing Entity: UNDP

Implementing Agencies: UNDP Access Coordination and Monitoring Team

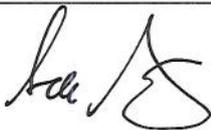
Brief Description

The Israeli Cabinet decision to ease restrictions on access of goods and construction materials into the Gaza Strip provides a new window of opportunity to support recovery and reconstruction activities in Gaza. The complex control and coordination requirements that will be imposed upon by the Israeli authorities, and the heavy monitoring and tracking system that UNDP will have to put in place to demonstrate that the imported materials were adequately used for the project they were intended to, require that UNDP strengthens its access and monitoring capacity. The present project proposal details the type of support required in order for UNDP to be able to implement this access coordination and monitoring system. By the end of the project, it is expected that UNDP will have been able to facilitate and account for the entry of materials into Gaza for its projects, and that key rehabilitation activities will be underway, supporting Gaza's recovery and reconstruction process.

Programme Period:	12 months
Key Result Area (Strategic Plan)	_____
Atlas Award ID:	00060907_____
Start date:	Dec. 2010
End Date	Dec. 2011
PAC Meeting Date	20 Sep. 2011_____
Management Arrangements Implementing Modality__	Direct

2010/2011 AWP budget:	USD 1,074,423
Total resources required	USD 1,074,423
• Regular	_____
• Other:	
○ Donor	__Norway__
○ Donor	_____
○ Donor	_____
○ Government	_____

Agreed by (Executing Entity/UNDP):




I. SITUATION ANALYSIS

The Israeli Cabinet decision to ease restrictions on access of goods and construction materials into the Gaza Strip provides a new window of opportunity to support recovery and reconstruction activities in Gaza. Most materials needed for reconstruction, however, are considered by the Israeli authorities as liable to be used for Hamas military purposes. Their import into Gaza can only be performed by International agencies for PA approved projects and require approval from the Israeli authorities and close monitoring of end-use. The complex control and coordination requirements that will be imposed upon by the Israeli authorities, and the heavy monitoring and tracking system that UNDP will have to put in place to demonstrate that the imported materials were adequately used for the project they were intended to, require that UNDP strengthens its access and monitoring capacity. The support needed to this purpose is detailed in the present project document.

Discussions are underway between UNDP and the Israeli authorities (Coordinator of Government Activities in the Territories, COGAT) on a number of packages of reconstruction activities that UNDP is ready to implement in Gaza or for which it is currently seeking resources. Detailed lists of materials required for the different components of the packages have been provided to COGAT for their approval. All information related to these components have been uploaded on a website for transparency, easier reference and access. Moreover, all the projects to which these various packages' components relate have been approved by the Palestinian Authority. UNDP has also rented warehousing facilities at Gaza Industrial Estate (Karni) ~~Kerem Shalom~~ crossing, where materials imported by or through UNDP may be safely stored before being released to contractors for implementation. UNDP is also closely coordinating with UNRWA that will also have to undergo the same access and monitoring requirements and has already accumulated valuable experience in this regard, in order to pool resources and maximize synergies. While much progress has been done by UNDP to secure approval on its planned activities in Gaza and in preparatory works, urgent support is needed for UNDP to be able to implement its coordination and access monitoring system.

The present project proposal details the various access facilitation and monitoring systems that UNDP is planning to establish in order to secure approval from Israel on the import of construction materials into Gaza and to ensure their correct use. This includes the management structure as well as the mechanism foreseen to coordinate access and monitor transport, storage and handling of the construction projects' materials. The paper is based on the experiences of other UN agencies, in particular UNRWA, and on a UNDP capacity assessment exercise. The document covers the three main stages of materials transport, storage and handling processes and highlights the possible areas of cooperation between UNDP and UNRWA and ways in respect to utilizing the UNRWA's existing logistical and personnel resources.

II. STRATEGY

The Israeli Cabinet decision to ease restrictions on access of goods and materials into Gaza concerns two types of goods and equipments: the first type are goods and materials than can be imported without restriction by the private sector as they are not considered as posing a potential security threat to Israel. The second category is composed of items categorized as "liable to be used for Hamas military purposes", such as cement, aggregate, steel and piping. This second category requires approval from Israel and their import can only be performed by International agencies under specific conditions, including PA approval and monitoring of end-use. The present project is designed only to facilitate access and ensure the monitoring of end use of the materials under the second category. First category items will be imported separately and/or purchased on the local

market by contractors. Facilitation of access and monitoring of destination for these items will not be performed by UNDP.

Access facilitation and monitoring of destination for the imported materials under the second category will require the following:

- i) Extensive coordination with all partners involved, including a) the Israeli authorities at various levels (Ministry of Defense, Ministry of Interior, COGAT and Coordination Liaison and Administration; CLA), b) the Palestinian authority (Prime Minister's Office, Ministry of Planning), c) Gaza local authorities, d) UN and other international partners (UNSCO, UNRWA, OQR, donors)
- ii) Close monitoring of entry, checking, transportation, storage and handling of materials, from their arrival at border crossings to their final usage.
- iii) Reporting on usage of materials and progress of work

In these three functions, UNDP's full accountability has to be ensured.

III. RESULTS AND RESOURCES FRAMEWORK

Intended Outcome as stated in the Country Programme Results and Resource Framework:

Assign a number to each outcome in the country programme (1, 2,...).

Outcome indicators as stated in the Country Programme Results and Resources Framework, including baseline and targets:

Applicable Key Result Area (from 2008-11 Strategic Plan):

Partnership Strategy

Project title and ID (ATLAS Award ID):

INTENDED OUTPUTS	OUTPUT TARGETS FOR (YEARS)	INDICATIVE ACTIVITIES	RESPONSIBLE PARTIES	INPUTS
<p>Specify each output that is planned to help achieve the outcome.</p> <p>For each output, include a baseline with associated indicators and targets to facilitate monitoring of change over time.</p> <p>Each output shall ultimately become a Project ID in Atlas.</p> <p>Output 1</p> <p>Extensive coordination with all partners involved , including a) the Israeli Authorities, b) the PA, c) Gaza Local Authorities, d) UN and other international partners (UNSCO, UNRWA, OQR, donors)</p> <p>Baseline: Indicators:</p>	<p>Use this column for more complex projects where an output takes more than one year to produce.</p> <p>Targets (year 1)</p> <p>-</p> <p>-</p> <p>Targets (year 2)</p> <p>-</p> <p>-</p>	<p>List activity results and associated actions needed to produce each output or annual output targets.</p> <p>Each activity result shall ultimately become an Activity ID in Atlas.</p> <p>1 Activity Result</p> <ul style="list-style-type: none"> ▪ Action ▪ Action <p>2 Activity Result</p> <ul style="list-style-type: none"> ▪ Action ▪ Action 	<p>Specify parties that have been engaged by the executing entity to carry out these activities</p> <p>Access coordination and monitoring team (AMCT)</p>	<p>Specify the nature and total costs of the UNDP inputs needed to produce each output.</p>
<p>Output 2</p> <p>Close monitoring of entry,</p>	<p>Targets (year 1)</p> <p>-</p>	<p>1 Activity Result</p> <ul style="list-style-type: none"> ▪ Action 	<p>Access coordination and monitoring team</p>	

<p>checking transportation, storage and handling of materials from arrival to final use Baseline: Indicators:</p>	<ul style="list-style-type: none"> - Targets (year 2) - - 	<ul style="list-style-type: none"> ▪ Action 2 Activity Result <ul style="list-style-type: none"> ▪ Action ▪ Action 	<p>(AMCT)</p>	
<p>Output 3 Reporting on usage of materials and progress of work</p>	<ul style="list-style-type: none"> Targets (year 1) - - Targets (year 2) - - 	<ul style="list-style-type: none"> 1 Activity Result <ul style="list-style-type: none"> ▪ Action ▪ Action 2 Activity Result <ul style="list-style-type: none"> ▪ Action ▪ Action 	<p>Access coordination and monitoring team (AMCT)</p>	

IV. FINANCIAL MANAGEMENT

Financial requirements:

	Level / Type	Quantity	Unit Price USD	Total Price USD
Activity 1: Access Coordination and Monitoring Team				
Senior Access Coordination Officer	P4	1	274,000	274,000
Coordination Officer (Israeli side)	P3	1	172,934	172,934
National Coordination Officer (Gaza)	NOA	1	39,600	39,600
Access Coordination Assistant	G5	1	28,800	28,800
Drivers	G3	2	21,600	21,600
Security	Equipment	6	1,500	9,000
Vehicles	MOSS compl.	2	40,000	80,000
Equipment	Office	4	2,000	8,000
Travel			NA	20,000
Miscellaneous and recurring operational costs			NA	20,000
Sub-total Activity 1				673,934
Activity 2: Warehouse management				
Store Manager	G7	1	36,000	36,000
Store Assistant	G5	2	28,800	57,600
Cleaner	G3	1	21,600	21,600
Warehouse handling equipment (forklifts)		2	25,000	50,000
Security (for staff)	Equipment	4	1,500	6,000
Security (including CCTV, fire alarm, etc.)	Equipment		15,000	15,000
Equipment	Office	3	1,500	4,500
Miscellaneous and recurring operational costs			NA	10,000
Sub-total Activity 2				200,700
Activity 3: Security support				
Security Guard supervisor	G5	1	28,800	28,800
Security Guards	G3	3	21,600	21,600
Driver	G3	1	21,600	21,600

Security	Equipment	5	1,500	7,500
Vehicles	MOSS compl.	1	40,000	40,000
Miscellaneous and recurring operational costs			NA	10,000
Sub-total Activity 3				129,500
TOTAL ACTIVITY 1+2+3				
				1,004,134
GMS 7%				70,289
GRAND TOTAL				
				1,074,423

V. MANAGEMENT ARRANGEMENTS

While some of the above duties will be performed by UNDP project staff and UNDP programme and engineering teams, in particular, detailed bills of quantities, lists of materials to be imported, proposed import schedule, site monitoring and reporting, access coordination and monitoring of and reporting on end-use of materials require a dedicated Access Coordination and Monitoring Team, composed of the following:

Senior Access Coordination Officer: The Senior Officer (International) will lead the Access Coordination and Monitoring team, set-up the systems and supervise the entire process. He will coordinate with all parties involved, directly or through his team, and will negotiate and approve transport schedules. He will be directly accountable to UNDP senior management and will represent UNDP, whenever necessary in all access-related discussions. Administrative support to the Access Coordination Team will be provided by an **Administrative Assistant**.

Coordination Officer (Israeli side): the Coordination Officer (International) will be in charge of directly handling the coordination with Israeli authorities at the various border crossings (Karni and Kerem Shalom) to secure the entry of materials into Gaza. He will directly supervise the arrival and checking of trucks and will certify that their loading is in accordance with the papers submitted to the Israeli authorities.

National Coordination Officer (Gaza side): the National Coordination Officer will be in charge of receiving the materials into Gaza and of organizing their safe transportation, storage and handling. He will be responsible for directly liaising with the local authorities technical counterparts. Close coordination will be maintained with UNDP project staff and security.

In addition to the above, and to ensure full accountability on materials entrusted to UNDP, UNDP will also have to build its own warehousing capacity in Gaza. While a warehouse has already been rented by UNDP, the following staffing is required to manage it:

Store Manager: the Store Manager will be responsible for managing warehousing requirements on a daily basis, ensure that the materials are received and stored properly, check the quality and quantities of materials, release shipments from the stores based on instructions from UNDP project teams, in coordination with the Senior Access Coordination Officer and the national officers. The Store Manager will be assisted by **two assistants**.

Security personnel will also be required to ensure the safety of the materials entry, transportation, storage and handling. The security personnel will escort the materials to the UNDP warehouse, the project site or the processing facility, supervise the private security company provided with the rented warehouse and conduct site visits to the project sites to ensure the integrity of all security systems and procedures on site.

The Access Coordination and Monitoring team will be deployed in a phased manner, starting with the Senior Access Coordination Officer, based on volumes of materials imported and the number of active project sites. The same applies to the security personnel that may not be required from the first day onwards.

The project will be implemented in coordination with Israeli and Palestinian (national and local) authorities.

Partnerships and coordination will also be sought with all partners that are or are planning to be involved in import of materials under the “dual use” items list, including, but not limited to UNRWA and other UN agencies, the European Commission, USAID, etc. Coordination with all partners will be critical, in particular to avoid competition for entry of materials.

UNDP is in the process of discussing with UNRWA ways to pool resources and maximize synergies between the two organizations. While accountability on import and use of materials must remain within each agency, some functions that relate to manning and handling of materials can be pooled or the capacity of one of the two agencies can be used. This is of particular importance in order to reduce costs and to increase coordination between the two agencies. A Memorandum of Understanding is being prepared between UNDP and UNRWA to this respect.

Within the course of the project, UNDP may be requested to facilitate entry of materials for partners that may not have the capacity or know-how for it. On principle basis, UNDP services will be rendered on a cost-recovery basis. However, based on the prevailing context, and if UNDP structure allows for extra coordination, UNDP may consider to do it on a pro-bono basis.

VI. MONITORING FRAMEWORK AND EVALUATION

a. Transport

Contractors will be responsible for procuring the materials from the suppliers and for arranging transportation of their individual's contracts construction materials. Contractors will use Israeli shipping companies to transport the materials from the suppliers' locations to the Crossing Points. Karni is used mainly for cement aggregates and base coarse, while Kerem Shalom crossing is used for other types of construction materials and other commodities. Hence most of the materials with higher variety will enter through Kerem Shalom.

UNDP will coordinate with the Israeli authorities on the entry of materials. A proposed import schedule will be established by UNDP to be approved by the Israeli authorities, the Senior Access Coordination Officer and his/her Coordination Officer will coordinate this matter with COGAT, in coordination with the contractors and UNDP project staff.

The Coordination Officer (Israeli side) will be at the Israeli side of Kerem Shalom. He will facilitate the required procedures with COGAT, ensure that all papers and shipments are in accordance with what was approved earlier and will inspect the goods on the trucks. He/She will coordinate closely on this issue with the Senior Access Coordination Officer and his/her counterpart National Coordination Officer at the Palestinian side of the crossing point.

UNDP will inform the contractors about the time of arrival of their materials. The contractors will be responsible for the transport of materials from the supplier to the Gaza crossing points, and then from the crossing points to the project sites, factories or UNDP storage facility depending on the magnitude and schedule of usage of materials.

The National Coordination Officer at the Palestinian side of the crossing point will liaise with the UNRWA team at its inspection point in the territory of Gaza to inspect the materials and goods on the truck and their supporting documents.

UNDP will make sure that the materials are safely transported to their assigned location, which could be project sites, factories, or UNDP warehouse. Trucks will be escorted to their final location. The escort will be composed of the National Coordination Officer, UNDP project staff and UNDP security personnel.

b. Storing:

Some of the items might need to be stored at UNDP warehouse facility before being used by the local contractors. Trucks leaving the crossing point will be escorted to the UNDP warehouse. Upon arrival, trucks will be checked by the Store Manager who will sign on the shipment documents.

The stored materials will be under UNDP's custody and under the supervision of the Store Manager, Store Assistants and Security Guards.

The Contractors will coordinate with the UNDP project team, the Access Coordination and Monitoring Team and the Store Manager the release of materials from the stores to the project sites and factories. Transport of materials will be escorted by UNDP.

c. Handling (From store to sites):

The contractor is to request the materials needed from the Project Engineer (PE). The PE approves the contractor's request (signature) of required materials and informs the National Coordination Officer about the materials required by the said contractor and about his/her approval. The Contractor arranges for the materials transportation to the project site or processing plant, under UNDP escort. The Contractor is responsible for ensuring the security of the materials on sites (24/7). Security of the premises will be monitored by UNDP.

The Access Coordination and Monitoring Team carry out regular spot checks on the sites to make sure that the materials are not used for other purposes or by other parties. The Contractor remains accountable for any misuse of materials.

In coordination with the Access Coordination and Monitoring Team, UNDP project staff ensures that that the materials inputs matches the outputs, in order to control the proper use of materials. UNDP project provides detailed reports on usage of materials and achievement of objectives to the Access Coordination and Monitoring Teams. Reports are sent to the Israeli authorities for conclusion of the import package.

VII. LEGAL CONTEXT

If the country has not signed the SBAA, the following standard text is quoted:

The project document shall be the instrument envisaged in the Supplemental Provisions to the Project Document, attached hereto.

Consistent with the above Supplemental Provisions, the responsibility for the safety and security of the executing agency and its personnel and property, and of UNDP's property in the executing agency's custody, rests with the executing agency.

The executing agency shall:

- a) put in place an appropriate security plan and maintain the security plan, taking into account the security situation in the country where the project is being carried;
- b) assume all risks and liabilities related to the executing agency's security, and the full implementation of the security plan.

UNDP reserves the right to verify whether such a plan is in place, and to suggest modifications to the plan when necessary. Failure to maintain and implement an appropriate security plan as required hereunder shall be deemed a breach of this agreement.

The executing agency agrees to undertake all reasonable efforts to ensure that none of the UNDP funds received pursuant to the Project Document are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by UNDP hereunder do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999). The list can be accessed via <http://www.un.org/Docs/sc/committees/1267/1267ListEng.htm>. This provision must be included in all sub-contracts or sub-agreements entered into under this Project Document.

VIII. ANNEXES

Number for annexes will be revised

Risk Analysis. Use the standard Risk Log template. Please refer to the Deliverable Description of the Risk Log for instructions

Key potential risks are associated with the project. These risks relate essentially to the potential deterioration of the security situation in the Gaza Strip, to variations in the flow of merchandises into the Gaza Strip, and to the misuse of or the tampering with the materials imported by one or several parties. While these risks cannot be all responded to in an exhaustive manner, several measures can be put in place in order to mitigate the impact of these risks, if they materialize.

The main mitigation measures that will be immediately put in place are as follows: i) phasing of the recruitment of personnel in order to ensure that staff deployment coincides with the expected increase in the flow of merchandises into Gaza and that it is adapted to the requirements of the procedures imposed upon UNDP or put in place by UNDP to secure access and ensure adequate monitoring of construction materials in Gaza; and ii) full transparency (within the limits of UNDP's corporate policy) with the various stakeholders, including Israeli and Palestinian (national and local) authorities and continuous flow of information to receive and provide early warning on potential issues and policy changes.

Other possible mitigation measures and options for programme responses to risks are provided in the table below:

Risk	Mitigation measures	Options for programme response
<i>Security risks</i>		
The security situation of the Gaza Strip deteriorates as a result of resumption of hostilities between Israel and the Gaza Strip, threatening the security of the staff and forcing a discontinuation of imports of materials	All staff recruited under the project trained on and informed of security requirements. All staff recruited provided with security equipment and operating in MOSS compliant premises and vehicles.	- Suspension of project activities - Relocation of staff
The security situation inside the Gaza Strip deteriorates. Staff security is at increased risk; continuation of operations is possible but under strengthened security procedures.	All staff trained on and informed of security requirements. All staff equipped with security equipment and operating in MOSS compliant premises and vehicles Continuous monitoring of the security situation Regular contacts with local authorities	- Strengthening of security measures for UNDP staff and premises (reinforced escorts and guards) - Contractors strengthen their security measures on project sites - Temporary suspension of project activities and relocation of staff
<i>Programme risks</i>		
Israeli Cabinet decision is revised / not implemented leading to a suspension / absence of flow of materials into Gaza	The recruitment of personnel is phased and adapted to the circumstances	- Suspension of project activities
Israeli procedures are cumbersome and slow down the flow of materials into Gaza / capacities of the crossings are not increased to enable sufficient flow of materials / the number of International agencies increase and the flow of materials imported by each agency reduced	The recruitment of personnel is phased and adapted to the circumstances Coordination measures are in place to ensure visibility in the number of international partners involved and their import plans and schedules	- Recruited staff are assigned to other duties - Staff contracts are terminated
Imported material is tampered with / stolen / misused by the contractor	The projet is designed to mitigate these risks	- Immediate notification of the incident to the respective stakeholders

		- If the contractor is responsible for the tampering / misuse, or if the security procedures put in place by him were faulty, the contractor is not able to take part to future projects
The quality of the imported material is not in accordance with BoQ and specs; materials entered in the Gaza Strip are not usable	Checking at border crossings also look at quality specifications of the imported materials. Materials that do not respond to set quality requirements are turned down by UNDP	- Immediate notification of the incident to the respective stakeholders. - Faulty materials that entered the Gaza Strip are stored at contractor's expense

Agreements. Any additional agreements, such as cost sharing agreements, project cooperation agreements signed with NGOs (where the NGO is designated as the “executing entity”) should be attached.

See attached cost sharing agreement