United Nations Development Programme
The State of Palestine
Programme Document

Programme Title:	**Facilitating Access to Infrastructure Resilience in 'Area C' and East Jerusalem (FAIR)**
UNDAF Outcome(s):	By 2016, Palestinian institutions will become to be more effectively managing and regulating urban development and land resources to ensure equitable provision of sustainable infrastructure
Expected CP Outcome(s):	Empowering and strengthening national institutions to plan and deliver essential public and social Infrastructure in 'Area C' and East Jerusalem; and, providing increased access to sustainable, equitable and affordable infrastructure.
Expected Output(s):	**Output 1:**Enhanced access to essential social and public infrastructure, responding to the needs and laying the foundation for accommodating the spatial growth; **Output 2:** Strengthened resilience for Palestinian marginalized communities and minorities through improved livelihood conditions as a perquisite to protect the land and safeguard their existence.
Implementing Partners:	Ministry of Local Government (MoLG) and UNDP/PAPP

Brief Description

The FAIR programme is a multi-donor platform which aims to empower and strengthen national institutions to plan and deliver essential public and social Infrastructure in 'Area C' and East Jerusalem through providing increased access to sustainable, equitable and affordable infrastructure. The programme will be implemented jointly by the MoLG and UNDP/PAPP in full partnership and cooperation, focusing on Health, Education, Housing, Cultural Heritage, Energy, Transportation, Water and Wastewater.

UNDP/PAPP will manage the programme and its funds; provide overall programming, technical quality assurance and accountability. MoLG, through its established unit under the Projects Department, will implement the identified activities in 'Area C' in close coordination with UNDP/PAPP. The programme provides several mechanisms for implementation, including issuance of construction permits through a centralized process serving the programme and other stakeholders and for the provision of innovative, alternative and sustainable solutions, while also delivering rehabilitation/ construction activities. UNDP/PAPP will support MoLG in obtaining construction permits, where required, and liaise with the Israeli Civil Administration during the construction processes. In East Jerusalem, UNDP/PAPP will implement the activities on behalf of the Palestinian Government through full coordination with MoLG. UNDP/PAPP is already engaged in several programmes and projects, and thus, has the capacity, knowledge and expertise to directly implement intervention activities.

The initial proposed 3-years budget for FAIR reaches USD 51 million. Ensuring effectiveness of delivery and ownership of the Palestinian line Ministries, the Prime Minister's Office will support the programme by providing the coordination framework and guidance. The programme structure includes all essential components that will contribute to achieving the ultimate outcome (sustainability, equitability with special focus on marginalized communities and minorities, gender, and environment). The activities in both East Jerusalem and 'Area C' will be identified by the on-going nation-wide community needs-assessment carried out by UNDP/PAPP in close coordination with the Palestinian Government. The Programme will also be supported by legal assistance and a communication plan.

Programme Period:	**36 months**
Key Result Area (Strategic Plan)	Infrastructure Development
Atlas Award ID:	
Start date:	2013
End Date:	2016
PAC Meeting Date	
Management Arrangements	

Total resources required:	**$51,398,178.32**
Total allocated resources:	**$ 400,000.00**
Regular	
• Other:	
○ Donor	
○ Government	
Unfunded budget:	
In-kind Contributions	

Agreed by (Prime Minister's Office)

Agreed by (UNDP/PAPP)

I. SITUATION ANALYSIS
A. TERRITORIAL FRAGMENTATION

The territorial fragmentation of the occupied Palestinian territory (oPt) and the Israeli measures imposed on the ground have severely hampered the *de facto* control and central authority of the Government of the State of Palestine to advance sustainable human development and statehood. As a direct result of the military occupation, the territory is carved up in disconnected enclaves, which are subjected to Israeli military and economic closures. Consequently, and in the absence of recourse to justice as per international standards, the Palestinian people are unable to exercise their socio-economic, cultural, civil and political rights – rights that are essential to – and underpin - sustainable human development; the achievement of the Millennium Development Goals and the establishment of a viable state.[1]

The situation in the oPt has been described as a crisis of human dignity in which the population is denied a broad spectrum of its human rights and basic human security, such as freedom of movement, access to employment and basic services[2], and ultimately, self-determination as called for by General Assembly Resolution A67/L.28,adopted on 29 November 2012.

The lengthy Peace Process aimed at realizing the rights and aspirations of the Palestinian people and the promises of the Oslo Accords[3], have left the Palestinian people extremely vulnerable and exposed in the face of an overpowering military occupation. The occupying power has systematically segregated Palestinians communities into fragmented islands (referred to as "enclaves", "cantons", and "Bantustans"), subjecting them to a system that has been deemed as "one of the most intensively territorialized control systems ever created".[4]

The partition of the landscape of the oPt was formalized by the Oslo Accords in 1995, when the territory was divided into Areas A, B and C in the West Bank, areas H-1 and H-2 in Hebron, and (until disengagement in 2005) Yellow, Green, Blue and White Areas in the Gaza Strip. In the West Bank and East Jerusalem, the expropriation of Palestinian land by the Israeli Authorities continues with on-going declarations that Palestinian land is "State land" on which settlements can be built and expanded.[5] Israel has also segregated the Jordan Valley region – declaring it a closed military zone – from the rest of the West Bank. Moreover, Israel controls Palestinian air space, territorial waters, natural resources, movement and access, as well as the macro-economic instruments which are essential to building and sustaining economic autonomy.

Today, the multi-faceted system of occupation imposed by the Israeli Authorities includes the blockade of the Gaza Strip, expansion of settlements, construction of the Separation Wall, complex system of checkpoints and closures, full control of the natural resources, as well as restrictive administrative policies and practices that impact every aspect of ordinary Palestinian life. This system curtails freedom of movement and compromises individual and communal capacities to engage in economic and social life, to access health, education and commercial services.[6] These measures have isolated the West Bank and the Gaza Strip from each other, and East Jerusalem from the rest of the oPt, creating pockets of territory where the population lives in marginalized conditions, especially in the Gaza Strip; Area C, "Seam Zone" and East Jerusalem in the West Bank affecting the progress towards sustainable human development, growth, inclusion and stability as well as the Palestinian efforts to achieve an independent state.

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[1]UNDP(2011) 'Palestinian Human Development Report 2009/10: Investing in Human Security for a Future State'
[2]UN (2009) 'Occupied Palestinian Territory Consolidated Appeals Process'.
[3]The Oslo Accords established several core principles: (i) the interim period would be of a limited duration (not exceeding five years); (ii) nothing would be done to prejudice the outcome of permanent status negotiations; and (iii) the final settlement "will lead to the implementation of Security Council Resolutions 242 and 338," which reaffirm the principle that territory cannot be acquired by force.
[4]David Delaney, 'Territory: A Short Introduction', Blackwell Publishing (2005).
5 B'Tselem (2009) 'Land expropriation and settlements'.
[6]World Bank (2009) 'West Bank and Gaza Assessment of Restrictions on Palestinian Water Sector Development', Report No 47657-GZ, Middle East and North Africa Region.

B. 'Area C' and East Jerusalem for viable state
B.1 'Area C'

The West Bank spans 5,655 sqm; [7]'Area C' (62%) is approximately 3506 sqm. The territorial space of areas A and B is not contiguous, and consists of some 227 separate geographical areas under partial or full Palestinian control.[8] 'Area "C" contains most of the land of Palestine, and the vast majority of the space for any urban or economic expansion, as it is the least built-up area in the oPt due to the imposed Israeli administrative policies. Area "C" would provide the space to create new urban centres and expand existing ones. It also holds economic potential in other sectors as well, including economically valuable resources in natural resources, agriculture, tourism, manufacturing and mining and quarrying. Area "C" is likely to play a central role in any spatial economic planning in Palestine. Furthermore, most of the major infrastructure projects including national roads, railways and airports; water and electricity networks are likely to be based in Area "C".

The importance of Area "C" for state viability entails increasing the efforts of the Palestinian Government, with assistance of the International community, to 'holding on' to its sovereignty as stipulated by international law in spite of the Israeli restrictions, The immediate objective is to resist any attempts to de-populate the area from the current Palestinian dwellers and strengthen their resilience by improving their livelihood and enhancing access to basic necessary services through social and public infrastructure.

B.2 East Jerusalem

In 1967, Israel occupied the West Bank and unilaterally annexed to its territory 70.5 km^2 of the occupied area, which were subsequently integrated within the Jerusalem municipality. This annexation contravenes international law and was not recognized by the UN Secretary Council or UN member states[9]. Irrespective of Israel's annexation, the area of East Jerusalem continues to form part of the oPt (GA proclaimed State of Palestine) and its Palestinian residents remain protected by international humanitarian law.[10]

East Jerusalem has traditionally served as the focus of political center, socio-economic, religious and cultural life for the entire Palestinian population. It connects the northern with the southern part of the West bank. The occupation regime for controlling East Jerusalem, constructing the Separation Wall that isolated the city of its strategic center and establishing and expanding the settlements in its land have eroded the aspiration of viable Palestinian state. the latest procedures by Israeli Authorities of imposing E1 plans in East Jerusalem that will isolate the West Bank into disconnected enclaves further diminishes any prospects for achieving this internationally recognized aspiration.

C. Development challenges in Area "C" and East Jerusalem
C.1 'Area C'

Development of basic services in Area "C" has been severely impacted by the Israeli Civil Administration's (ICA) restrictive licensing system. More than 70 % of Area "C" demarcation is currently confiscated and replaced by Israeli settlements or allocated for the Israeli military, and is considered off-limits for Palestinians. Furthermore, severe restrictions apply to use of additional 29 %. As a consequence, only 1 % of Area "C" is available for Palestinians to be used for construction and development[11].

Since its establishment, the Supreme Planning Council of the ICA has implemented highly restrictive zoning and planning regulations for Palestinian towns and villages, effectively preventing new Palestinian construction in Area "C". Military Order 418 in 1971 dissolved district councils called for by Jordanian Law and limited the authority of Palestinian local municipal councils, replacing them with Israeli Defense Force (IDF) officials and settler representatives, and as a result, Palestinian participation in the process was mostly eliminated.

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[7] The World Bank (2011) 'The Economic Effects of Restricted Access to Land in the West Bank'.
[8] Amnesty International (1999) 'Israel and the Occupied Territories: The Demolition and Dispossession of Palestinian Homes'.
[9] Security Council Resolutions 478,476,465,298,271,267,252
[10] OCHA, The Planning crisis of East Jerusalem, April 2009
[11] Displacement and insecurity in area C of the West Bank – United Nations Office for the Coordination of Humanitarian Affairs (OCHA) – August 2011

As far as Israeli settlements are concerned, some regional and municipal councils act as special planning committees with authority to approve detailed area plans and building permits respectively. Master plans prepared by, or on behalf of, these local and regional councils are submitted for approval to the Sub-Committee for Settlement operating under the ICA. As a result, settlement master plan areas have been repeatedly expanded to allow for settlement population growth and development[12]. Today, approximately 325,000 settlers currently live in Area "C" in over 135 settlements[13].

This policy has created a situation where building licenses cannot be obtained even for rehabilitating existing buildings in rural areas in the West Bank, and even less for any new development. Palestinian applications to build on privately-owned land outside of the demarcation lines are generally rejected by the Civil Administration on the grounds that they are not consistent with the outline plan, or are not permitted according to the old Mandate plans (e.g. zoned for agriculture or a nature reserve). Permits are also rejected on the basis that the owner cannot prove ownership, which can be quite difficult when two thirds of the West Bank lands have not been registered[28]. Similarly, infrastructure projects to serve the most basic needs of the Palestinians in Area "C", such as repairing roads or establishing connection to water supply, are frequently delayed or denied, even where donor funding is available for such investments.

The chronic and complex situation of delivering basic social and public services have severely impacted and affected the people residing in Area "C", who, in turn, are exposed to various threats making them marginalized and vulnerable. For instance, the area lacks basic services of education, health and water. Whereas, more than 20% of communities have extremely limited access to health services, the water consumption dips to 20 litres/capita/day in communities without water infrastructure, (one fifth of the WHO recommendations), all while communities depending on tankered water pay up to 400% more for every litre than those connected to the water network. Similarly, complexity in obtaining permits for construction of new schools and classrooms, along with an increase in student population, has led to poor learning environments, and significantly reduced standards of education.

Along these obstacles blocking sustainable human development, and according to the OCHA Humanitarian fact sheet on Area "C", the demolition procedures severely affect Palestinian communities. 560 Palestinian-owned structures, including 200 residential structures and 46 rainwater collection cisterns and pools, were demolished in 2011 and over 3,000 demolition orders are outstanding, including 18 targeted schools. In 2012, the number of demolition increased by 540 structures. Financially, the figures reveal that 82 projects with European involvement suffered damage or destruction as a result of Israeli attacks between 2001 and October 2011, with a total financial loss of € 49.15 million, including € 16.11 million in Area "C"[14].

The challenges in Area "C" have also affected Areas 'A' and 'B' and vital development sectors. It is worth mentioning that the limited expansion of the Palestinian population centers, has inflated land and housing prices and making them unaffordable. Land access and movement restrictions have been especially harmful to the agriculture sector and the welfare of farming families, causing a major constraint for industrial, tourism, environment, land markets and urban development.

C.2 East Jerusalem

East Jerusalem is subjected to policies similar to those imposed in Area "C". The total population of Jerusalemites stands around 360,882 comprising 38% of Jerusalem's total population.78% of them living under the poverty line including 84% of children[15].

As illustrated by OCHA's Report (East Jerusalem- Key Humanitarian Concerns, 2011), Palestinians living in East Jerusalem continue to suffer from discriminatory distribution of basic social services and infrastructure, despite their obligations to pay the high taxes such as "Arnona" (Property Tax). As a consequence, schools are overcrowded, with shortages in classrooms, poor health services, and with public utilities that are poorly maintained, and environmental services which are neglected.

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[12] The World Bank, The Economic Effects of Restricted Access to Land in the West Bank
[13] OCHA, Area C of the West Bank: Key Humanitarian Concerns, Jan 2013
[14] http://www.thecepr.org/images/stories/pdf/idf%20damages%20to%20eu%20funded%20projects.pdf
[15] The Association for Civil Rights in Israel, May 2012

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Palestinian construction in East Jerusalem is also highly controlled, where the zoning and planning provisions and enforcement by the Israeli Jerusalem Municipality vary between Palestinian areas and Israeli areas, including in settlements. Palestinian construction is hampered by a combination of the creation of "green zones" around Palestinian neighbourhoods, which prevent their expansion due to the complexity and cost of obtaining building permits; the application of the absentee property law in East Jerusalem discouraging Palestinians from attempting to register land; and, more zealous enforcement of building and planning regulations in Palestinian areas in East Jerusalem. As a result, according to the Palestinian Central Bureau of Statistics (PCBS), between 1967 and 2002, 82% of all housing units built in East Jerusalem were allocated to Israelis, as opposed to the allocation of 18% to Palestinians[16]. As a result, Palestinians are faced with a grave shortage of housing that has forced them to build without permits and risk demolition of their properties or move elsewhere, which in turn reduces the presence of Palestinians in East Jerusalem.

Between 2002 and 2008, almost 673 houses were demolished in East Jerusalem due to the lack of building permits. These demolitions constitute a quarter of demolitions carried out by the Israeli authorities in the West Bank during the same period[17]. Houses in the old city and other neighbourhoods are subject to threats of being seized by illegal settlers; more than 2,000 housing units in East Jerusalem are in a deteriorated standard, not even meeting the minimum of living standards. Furthermore, the erection of the Separation Wall has undermined the economy of East Jerusalem and is a main cause of growing unemployment rates.

The Israeli policies described above are directly responsible for the current socio-economic situation in East Jerusalem: isolation of its labour market, and the constant violation of its residents' rights, posing a constant threat to weakening the Palestinian population's resilience and resolve to remain. Moreover the Israeli authorities, as the Occupying Power, is not adhering to its legal obligations and responsibilities under the Fourth Geneva Convention related to the Protection of Civilian Persons in Time of War of 12 August 1949 - applicable to all the territories occupied by Israel since 1967. In specific, the occupying power is not investing the required effort and financial resources to implement all necessary measures to safeguard the rights of the Palestinians, which creates a huge disparity between the public and social services provided in East and West Jerusalem.

This is further engulfed by the fact that the Palestinian Government has no access to East Jerusalem to provide support for its people and deliver any means of basic services. The Orient House, whose functions as an umbrella institution for most of the civil institutions in Occupied East Jerusalem, was first closed by the Israeli Public Security Authorities in 2003, leaving people to face huge challenges that caused marginalization and affected the ability of people to remain steadfast on the land. The Israeli military subsequently confiscated Orient House records, including maps and Palestinian land titles to property in West Jerusalem.

D. Minorities and marginalized communities

These development challenges in the oPt have severely impacted the Palestinian society, and consequently the resilience, necessary to maintain social cohesion of the Palestinian people. Particularly affected are vulnerable people and communities who belong to minorities and marginalized communities. In the Palestinian context, the minorities and marginalized communities are identified as Ethnic (i.e. Samaritans, African, Bedouins and Herders), Religious (i.e. Christians and Samaritans), Linguistic (i.e. Samaritans and Armenians), Cultural and Social (i.e. Disabled persons) and they generally populate critical hot spot areas in the oPt, such as the East Jerusalem and Area "C".

During a recent mission to the oPt in February 2012, the UN Special Rapporteur on Adequate Housing. Ms. Raquel Rolnik highlighted that: "In very different legal and geographical contexts, from the Galilee and the Negev to East Jerusalem and the West Bank, the Israeli authorities promote a territorial development model that excludes, discriminates against, and displaces minorities, particularly affecting Palestinian communities". Weakening this group not only affects its existence as core part of the Palestinian social cohesion but also exposes its lands and properties to threat of loss or confiscation. Addressing this reality entails the efforts for designing an equitable support through strengthening national interventions to target

[16]The World Bank, The Economic Effects of Restricted Access to Land in the West Bank
[17]OCHA, The Planning crisis of East Jerusalem, April 2009

the marginalized communities and minorities and improving their livelihood, so to strengthen communities to be resilient and to be able to thrive.

E. Ongoing efforts of support

It is imperative that to progress any further, the Palestinian Government needs to be empowered to provide basic infrastructure and service delivery in Area "C" and East Jerusalem. There needs to be focused attention on strengthening the Palestinian Government's outreach in Area "C" and East Jerusalem, through the support of development actors.

Despite its limited municipal and planning authority in Area "C" and East Jerusalem, the Palestinian Government encourages planning in local communities through the MoLG. In doing so, the Government will be able to support resilience and steadfastness of the Palestinian communities, and empower these to advance local development in their communities. Gradually, this will offer an opportunity to shift the discourse on Area "C" and all areas within the 1967 border that currently remain out of reach of the Palestinian Government.

Since the Palestinian Government has successfully managed to improve service provision to populations in Areas 'A' and 'B', these achievements are indicative of the potential possibilities in Area "C"– provided that the Palestinian Government is empowered and supported through close partnership with international development actors with a presence and on-going assistance in Area "C", such as UNDP/PAPP. FAIR's role is therefore complementary and brings an added-value in that it extends its development assistance to Area "C" in particular, in addition to East Jerusalem.

In its report for the Ad Hoc Liaison Committee (AHLC) held in Brussels in 2012, the Office of the United Nations Special Coordinator for the Middle East Peace Process (UNSCO) presented the major initiatives of supporting the Palestinian Government, whereby 21 communities located in Area "C" received Palestinian planning support to develop master plans addressing their needs with close community involvement. The Israeli Authorities reviewed these plans and initiated discussions with the community concerned representatives. In addition to the above mentioned plans, the Israeli authorities have also initiated a few master plans, which do not respond to Palestinian needs and realities. Furthermore, the UN stressed the importance of scaling up the planning needs. In addition to its efforts of increasing access to social infrastructure works in Area "C", the UN has prepared an additional package based on needs assessments conducted by the United Nations in collaboration with the respective PA line ministries. A list of approximately 17 facilities will be submitted for consideration by the Israeli Authorities. These works will follow on the fast-tracking process that facilitated similar development interventions as part of the package of measures agreed between the Israeli Authorities and the Office of Quartet Representative (OQR) in February 2011.

UNDP/PAPP is already engaged in implementing a set of activities in Area "C" and East Jerusalem, such as, the Community Resilience and Development Programme (CRDP) that is directly implemented by the local and international NGO's and covering muli-sectoral levels; the Islamic Development Bank-Funded Deprived Families Economic Empowerment Programme (DEEP); and the Jerusalem House Rehabilitation and Civil Society Organization Programmes. This is in addition to land reclamation activities in Area "C" and the support provided to issue construction permits for the first package of school facilities.

Against these realities, the Palestinian Government and the international community are increasingly committed to meeting the growing challenges in Area "C" and East Jerusalem. In its Position Paper to the same Ad Hoc Liaison Committee "Equitable Development: Moving Forward Despite the Occupation", presented to the last Donor Meeting in Brussels, the Palestinian Government has identified as a core policy objective "*To tackle proactively the growing phenomenon of inequitable socio-economic conditions and quality of life driven by constraints on our ability to implement our development agenda throughout the land within the June 1967 borders – in particular, Gaza, East Jerusalem, the 'seam zone', the Jordan Valley as well as all other parts of the so-called* Area "C".

II. STRATEGY

On 29 November 2012, the General Assembly GA passed resolution 67/19. Pursuant to operative paragraph 2 of that resolution, the General Assembly decided to: "…accord to Palestine non-member observer State status in the United Nations, without prejudice to the acquired rights, privileges and role of the Palestine Liberation Organization in the United Nations as the representative of the Palestinian people, in accordance with the relevant resolutions and practice". As per paragraph 6, the GA urges all states: *the specialized agencies and organizations of the United Nations system to continue to support and assist the Palestine People in the early realization of their rights to self-determination, independence and freedom.*

On 06 December 2012, the GA passed resolution 67/86 on the assistance of the Palestinian People, which is welcoming, the development of projects, notably on infrastructure, to revive the Palestinian economy and improve the living conditions of the Palestinian people, stressing the need to create the appropriate conditions to facilitate the implementation of these projects, and noting the contribution of partners in the region and of the international community.

As per the above mentioned General Assembly resolutions and related UN SC and GA resolutions. The overall objective is to contribute to the achievement of the inalienable rights of the Palestinian people and the attainment of a peaceful settlement in the Middle East that ends the occupation that began in 1967 and fulfills the vision of the two states.

In line with the Palestinian National Development Plan 2011-13, Strategic Multi-sector Development Plan for East Jerusalem 2010 and UNDP/PAPP consolidated plan of assistance "Development for Freedom 2012-2014", the MoLG and UNDP/PAPP will formulate and establish a framework for facilitating the implementation of construction/ rehabilitation/ expansion/ planning of infrastructure interventions in Area "C" and East Jerusalem, to contribute in achieving the ultimate national outcome of *empowering and strengthening national institutions to plan and deliver essential public and social Infrastructure in Area "C" and East Jerusalem; and, providing increased access to sustainable, equitable and affordable infrastructure*, building on the experience of previous engagements, lessons learnt and best practices. Therefore, the FAIR programme will focus on reinforcing and achieving the following two key outputs:

Output 1: Enhanced access to essential social and public infrastructure responding to the needs and laying the foundation for accommodating the spatial growth;

Output 2: Strengthened resilience for Palestinian marginalized communities and minorities in improving their livelihood conditions as a perquisite to protect the land and safeguard their existence.

The FAIR programme will complement the national interventions in Area "C" and East Jerusalem and ensure the full synergy and coordination with the on-going efforts of support.

To this end, a series of mutually reinforcing approaches will be implemented. The framework includes arrangements of establishing a specialized unit at MoLG in cooperation with UNDP/PAPP, to serve the Palestinian Government and its counterparts and beneficiaries in:

a) Centralizing the process of obtaining construction permits/ no objection for easy management and tracking to ensure the alignment of interventions with the strategic direction and priorities of the Palestinian Government and reinforce the national ownership;

b) Liaising and coordinating with Palestinian Government line ministries, the Palestinian community, Civil Society Organizations, donors, UN Country Team (UNCT), OQR and key development actors;

c) Implementing identified infrastructure development interventions in Area "C" and East Jerusalem that have acquired permits/no objection and/or providing alternative solutions or other alternative mechanisms; based on the experience of the UNDP/PAPP and national counterparts, in the main themes of Health, Education, Housing, Energy, Transportation, Cultural Heritage, Water and Wastewater;

d) Promoting sustainability, innovative approaches in delivering the social and public services.

The FAIR programme, will focus on delivering activities stemming out of the community needs and ensuring equitable Infrastructure, with special attention to the marginalized communities and minorities (people with disabilities, Bedouins and Herders, African Community in East Jerusalem, Samaritans, and Christians), thus achieving the intended outputs and the outcome. The planned framework of interventions will include, but are not limited to:

1. Health

- Support rehabilitation and reconstruction of health facilities in Area "C"and East Jerusalem;
- Support the construction of new health facilities in Area "C"and East Jerusalem;
- Provide innovative, alternative and sustainable solutions to the health challenges in Area "C"and East Jerusalem.

2. Education

- Rehabilitation, expansion and construction of school facilities in Area "C";
- Support to Education Sector in East Jerusalem;
- Support Early Childhood Education in Area "C"and East Jerusalem through rehabilitation/ expansion/ construction/ furnishing and equipping of kindergartens;
- Support Vocational Training Centers in East Jerusalem;
- Provide innovative, alternative and sustainable solutions to the Education Sector in Area "C"and East Jerusalem.

3. Housing

- Support rehabilitation and reconstruction of housing units in Area "C"and East Jerusalem;
- Support the construction of new housing units in Area "C"for poor and marginalized families with the approved outlines;
- Provide innovative and sustainable solutions to the housing challenges in Area "C"and East Jerusalem;
- Design strategic planning, zoning and implementation initiatives to support Housing Sector in East Jerusalem.

4. Energy

- Promote renewable energy resources for remote communities in Area "C";
- Improve energy efficiency and promote renewable energy resources for public buildings;
- Improve the safety measures and efficiency of the electricity networks in the Old City of East Jerusalem;
- Expansion of electricity distribution networks.

5. Transportation

- Rehabilitation and reconstruction of urban, rural and road networks in Area "C";
- Improve safety measures of the road networks in Area "C";
- Rehabilitation and construction of agriculture roads in Area "C";

6. Cultural Heritage

- Rehabilitation, restoration and revitalization of cultural infrastructure in Area "C"and East Jerusalem;
- Creation of tourism facilities in Area "C"and East Jerusalem.

7. Water and Wastewater

- Rehabilitation and construction of water networks, cisterns, reservoirs and water harvesting in Area "C";
- Supply of water tanks;
- Improve water distribution efficiency in Area "C"and East Jerusalem;
- Support wastewater systems in Area "C".

8. Other Public Infrastructure

- Rehabilitation and construction of women and community Centers in Area "C"and East Jerusalem;
- Rehabilitation and construction of youth centers in Area "C"and East Jerusalem;
- Rehabilitation and construction of sport facilities and public spaces in Area "C"and East Jerusalem.

9. Provision of master plans and zoning initiatives in line with the ongoing efforts by the MoLG as well as policy development.

The aforementioned activities will be in line with the Palestinian Government National Spatial Planning and will be implemented based on the acquired experience of the implementing parties in each different thematic area. In addition, the FAIR programme will benefit from the following initiatives launched under the Leadership of the Prime Minister's Office, and currently under implementation by the MoLG, and UNDP/PAPP that will lay the ground for the FAIR Programme:

Conducting a Comprehensive National Needs Assessment in Area "C"& East Jerusalem. In addressing the Infrastructure developmental needs and planning for development interventions in Area "C" and East Jerusalem, national baselines will be required. Several community assessments have already been undertaken by humanitarian actors and NGO's. However, UNDP/PAPP, as a core activity, has started a needs assessment to get a comprehensive development picture and a unified methodology that can adequately assist the Palestinian Government to plan, monitor and evaluate future and potential development interventions. This activity will provide a comprehensive development analysis and national assessment disaggregated by sex, age and geographical location.

Innovative Solutions. To contribute in reinforcing sustainability and promoting innovative ideas, UNDP/PAPP will be launching an initiative for providing alternative/innovative solutions to improve the development in the oPt under the current context by Palestinian Youth, students, and graduates from the State of Palestine, 1948 residents in Israel and the Diaspora .

Providing Smart Mobile Clinic- as pilot intervention. Where construction permits are not possible to obtain, creative solutions will be offered. In partnership with the MoLG and MoH, and in support of the Italian Cooperation (ITCOOP) and Belgium Technical Cooperation (BTC), UNDP/PAPP is currently implementing an innovative solution for provision of a self-sustainable smart clinic to be placed in Area "C", to serve marginalized communities. The solution could be replicated and scaled up to target other sectors, such as, Education and Housing.

Moreover, the FAIR programme will derive its momentum from the current interventions and the practical experience in East Jerusalem and Area "C", with ambitious plan of scaling up and replicating the initiatives to complement the national interventions and international support:

Implementing Programmes in East Jerusalem. UNDP/PAPP is currently implementing a set of crucial and carefully-targeted activities in East Jerusalem, such as housing rehabilitation, cultural heritage projects, and support to Education and Health. The on-going UNDP/PAPP activities constitute a strong basis for initiating and implementing the FAIR programme.

Supporting the national interventions in Area "C". As pilot initiative, UNDP/PAPP played essential role in securing the licensing and construction permit for the first package of school facilities in Area "C". Building on this successful experience, recently the MoE and UNDP/PAPP agreed to enter in strategic cooperation partnership to support the ministry in facilitating the process of issuance construction licence for additional projects, such as the new UNSCO schools package. Indeed, UNDP/PAPP efforts are aligned to the UN policies in Area "C", where, the UN Country Team (UNCT) outlined the framework of engagement in Area "C", the engagement with the International community, and donors in particular, should focus on the importance of Area "C" within the context of statehood and emphasized the need to supplement humanitarian assistance (Consolidated Appeal of Assistance) with long-term funding required for development interventions (Medium Term Response Plan), despite the operational uncertainty.

The UN clarified that "the UN is compelled for operational reasons to engage with legal and administrative measures imposed by Israel in Area "C", where, it should make it publicly known that such engagement does not in any way prejudice the position of the UN in respect of the legal and political status of the West Bank, as articulated by the General Assembly, Security council, the International Court of Justice and the Secretary-General"[18]. To this extent, the FAIR programme will support the national activities that require licensing and suggest a mechanism for this purpose to serve all the Palestinian Infrastructure thematic areas.

[18] UNCT Integrated Strategic Framework

The FAIR programme is designed and formulated to address all the potential challenge, and thus, offering a consolidated mechanism built on complementary approach between the MoLG/ line ministries and UNDP/PAPP. This will enable delivery of high quality interventions that will contribute in improving conditions and achieving the intended the Programme outcome, as follows:

a) Establishing a specialized unit within MoLG structure, utilizing the professional capacities of MoLG team and recruiting additional technical staff where required;

b) Providing quality assurance and accountability by UNDP/PAPP;

c) Verifying collected needs assessments identified by the communities based on Vulnerability Assessment, Human Right Based Approach (HRBA) Causality Analysis, developed in line with "UNDP Resource Guide and Toolkit – Marginalised minorities in development programming - Tools to Integrate Minority Issues into Development Programming";

d) Prioritizing development interventions in Area "C"and East Jerusalem;

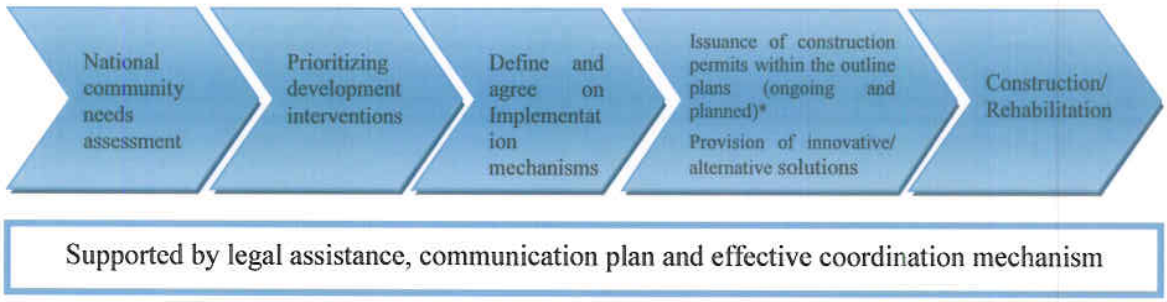
e) Exploring implementation mechanisms and alternative schemes;

f) Coordinating with Israeli Authorities for obtaining construction permits/ provision of solutions where difficulties in obtaining permits are likely or not necessary;

g) Implementing infrastructure interventions in the main themes of Health, Education, Housing, Energy, Cultural Heritage, Transportation, Water and Wastewater and other public buildings;

h) Carrying out the implementation works in Area "C"by the MoLG, and in East Jerusalem by UNDP/PAPP, whereas, UNDP/PAPP assumes the overall Quality Assurance responsibility;

i) The programme will be supported under the leadership of the Prime Minister's Office to ensure the full coordination between the different programme structures and line ministries, as well as, with the other key players such as the UNSCO, OQR and donor communities.



*** The programme will support the on-going efforts undertaken by MoLG with the assistance mainly of EU/Member States:** Whether one of the activities will be outside the outline plans (on-going and planned), the MoLG should assess the possibility of applying for new outlines before requesting any construction permit (spotted location outside the outlines).

Target groups and final programme beneficiaries

The FAIR programme will target the communities and people at large living in Area "C" and East Jerusalem, to provide them with the resilience through an increased access to essential social and public Infrastructure, consequently, improving their livelihood conditions and safeguarding their existence. The programme deliverables will be handed over to the Palestinian line ministries and local communities, who will be responsible for management, operation and maintenance.

Cross Cutting Issues

Gender: The FAIR programme will consider and support the gender equality and women's empowerment in line with the UNDP Gender Equality Strategy, and this will be ensured in the process of collecting the needs assessment, reviewing the community list and approving the project activities. As well as allocating special fund for achieving output #2 that will focus on marginalized communities and minorities (disaggregated by sex, age and geographical area). The Programme indicators and baselines consider the gender as an essential cross cutting issue; therefore, the gender indicators will be monitored and evaluated. It is expected that the Programme will directly benefit the Palestinian women in the targeted communities whom represent approximately 50% of the total population, and will focus on women related-activities.

Environment: The programme activities address the need of designing environmental interventions that will contribute in achieving the sustainability. For this purpose, the programme is supported by an initiative that will be mainly focusing on obtaining innovative ideas. As well as, the programme will also benefit from the UNDP/PAPP on-going efforts of supporting the Palestinian construction industry in developing the first national *Green Building Manual and Guidelines* that is currently under the final stages, and formulated by the Palestinian Engineers Association.

Communication and Visibility Strategy

Effective communication with all stakeholders (Palestinian institutions, UNDP/PAPP, donors, beneficiaries), is fundamental to the program's success. Information and communication needs of the stakeholders relative to the progress of the program will be determined and highlighted as a communications plan/matrix. It will play an essential role in mitigating expected risks in ensuring advocacy.

The programme is considering the importance of the communication and visibility, and therefore, includes under its budget a special account for this purpose. The communication plan will be developed by the Programme Team in close coordination with UNDP/PAPP Communication Unit.

The plan will identify the means/medium and frequency of communication between the different stakeholders. It will include: List of stakeholders and their information requirements, Communication mechanisms to be used (such as production of reports, press releases, workshops, awareness campaign, successful stories, publications and other materials).

UNDP's comparative advantages

UNDP/PAPP's comparative advantage rests in its development approach for empowering the Palestinian people and their institutions to achieve a resilient Palestinian nation – based on national ownership and capacity development towards sustainability. With a long-standing presence in the occupied Palestinian territory (oPt), UNDP/PAPP has acquired a deep understanding of the local context. As a trusted partner, UNDP/PAPP enjoys a close partnership with Palestinian institutions, civil society, communities, the UN Country Team, and international development partners. Moreover, UNDP/PAPP derives its mandate from the United Nations General Assembly Resolution 33/147 of 20 December 1978: UNDP was requested "to improve the economic and social conditions of the Palestinian people by identifying their social and economic needs and by establishing concrete programmes to that end[19].

Furthermore the General Assembly – on 29 November 2012 - urged all States and the specialized agencies and organizations of the United Nations system to continue to support and assist the Palestinian people in the early realization of their right to self-determination, independence and freedom[20]. UNDP/PAPP has a strong implementation capacity in the oPt/State of Palestine, including across sectors that do not fall traditionally under UNDP's remit, such as infrastructure, agriculture or basic service delivery (water, education, health,

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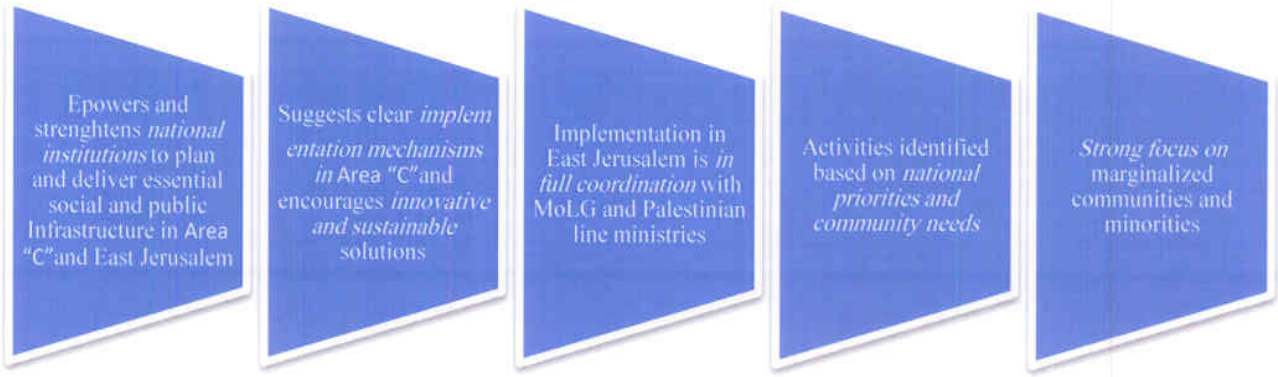
19Retrieved formhttp://unispal.un.org/unispal.nsf/a06f2943c226015c85256c40005d359c/c83456973b70786c852560dd0052f312?OpenDocument

20Retrieved formhttp://unispal.un.org/unispal.nsf/a06f2943c226015c85256c40005d359c/19862d03c564fa2c85257acb004ee69b?OpenDocument

etc.). UNDP/PAPP has also an outstanding financial management capacity that enables it to account for the delivery of multi-million programmes.

The FAIR programme Added-Value



III. RESULTS AND RESOURCES FRAMEWORK

Intended Outcome

Empowered and strengthened national institutions to plan and deliver essential public and social Infrastructure in Area "C" and East Jerusalem; and, increased access to sustainable, equitable and affordable infrastructure provided.

Outcome indicators

1. Number of Palestinians (disaggregated by sex, age and geographical location) benefited from improved social and public Infrastructure in Area "C" and East Jerusalem
2. Number of Palestinian from marginalized groups and minorities (disaggregated by sex, age and geographical location) benefited from improved social and public Infrastructure in Area "C" and East Jerusalem

Applicable Key Result Area (from Development for Freedom 2012-2014):

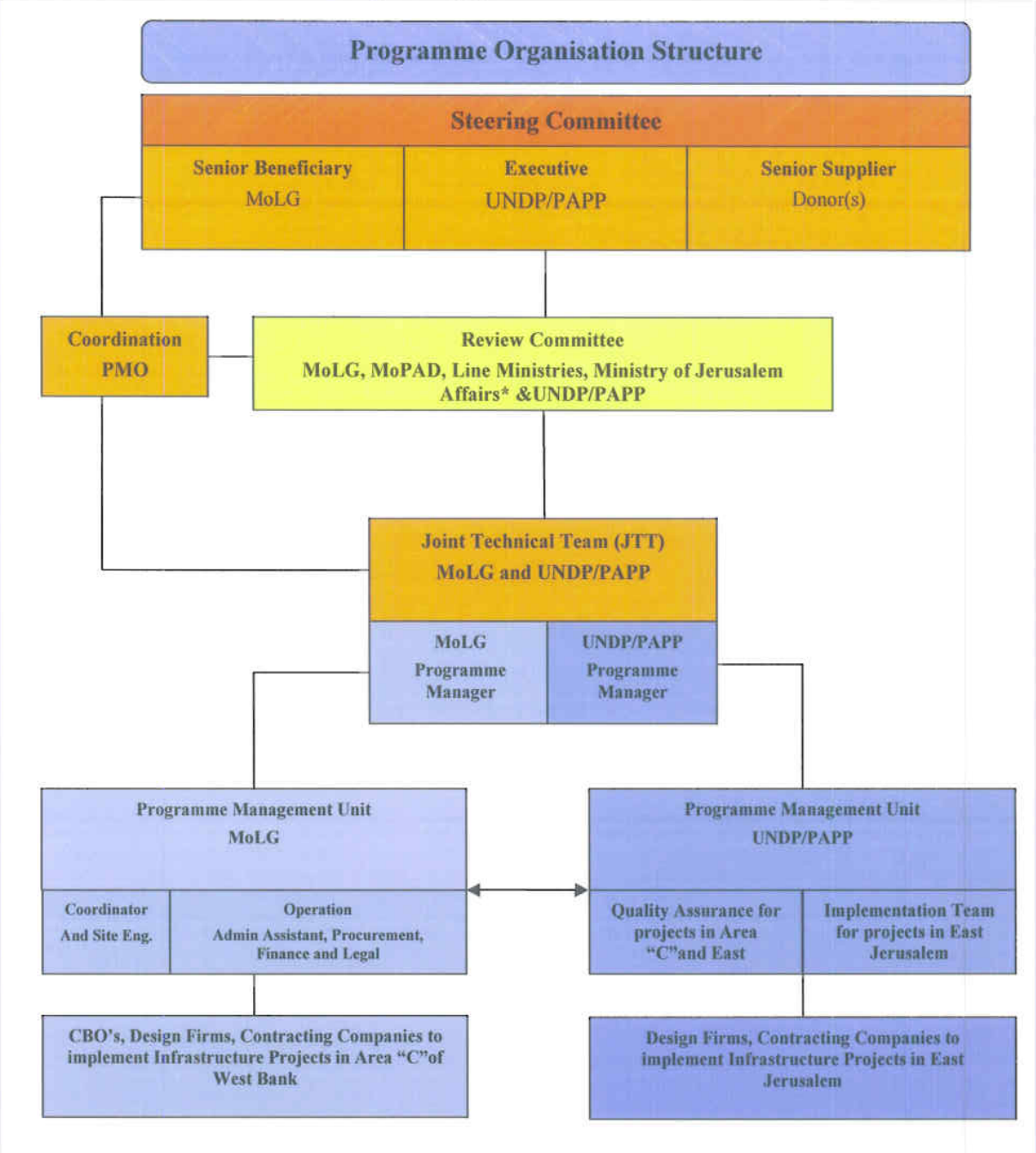
Public and Social Infrastructure

Project title and ID (ATLAS Award ID): FAIR- Facilitating Access to Infrastructure Resilience in Area "C" and East Jerusalem

INTENDED OUTPUTS	OUTPUT TARGETS FOR (YEARS)	INDICATIVE ACTIVITIES	RESPONSIBLE PARTIES	INPUTS (USD)
Output 1: Enhanced access to essential social and public infrastructure responding to the needs and laying the foundation for accommodating the spatial growth; Baseline: will be completed upon finalizing the community assessments, and to be presented to the Review Committee in the first technical meeting. Indicators: 1. Number of Palestinians households (with focus on female headed households) that benefit from improved access to affordable housing 2. Number of low income/ vulnerable (with focus on female headed households) households with improved housing conditions 3. Number of Palestinians(disaggregated by sex, age and geographical location) benefit from improved transportation facilities 4. Number of Palestinian households benefiting	Target 1: Reviewing the needs assessment; Prioritizing development interventions; Exploring implementation mechanisms; Start coordination with Israeli Authorities in close coordination with UNSCO; Implementation of rehabilitation interventions and innovative projects in 'Area C' and East Jerusalem including preparation of designs and tender documents. Target 2:	1. Establishment of the FAIR programme unit in MoLG and UNDP/PAPP MoLG to manage and supervise 'Area C' activities. UNDP/PAPP to provide overall management, direct supervision for East Jerusalem activities and QA for ' Area C' and East Jerusalem interventions	MoLG and UNDP/PAPP	MoLG- USD 870,000.00 UNDP/PAPP USD 1,915,680.67 The needs assessment is carried out by UNDP/PAPP through contribution of USD 300,000.00
		2. Prioritizing development interventions in 'Area C' and East Jerusalem including coordination support	Steering Committee, coordination by the PMO	UNDP/PAPP contribution USD 30,000.00
		3. Identification of implementation mechanisms	UNDP/PAPP in close coordination with MoLG	Included under the UNDP/PAPP team budget
		4. Implementing infrastructure interventions in the main themes of Health, Education, Housing, Energy, Cultural Heritage, Transportation, Water and Wastewater and other public buildings (Including design services)	MoLG and UNDP/PAPP	UNDP/PAPP contribution USD 70,000.00 Donor(s) USD 32,000,000.00

from enhanced access to secured &sustainable energy resources 5. Number of students and teachers (disaggregated by sex, age and geographical location) benefited from a better quality of Education by constructing/ rehabilitating/ furnishing of classrooms 6. Number of patients and health staff (disaggregated by sex, age and geographical location) benefited from a better access to improved health infrastructure services 7. Number of Palestinians and International Tourists benefited from better access to rehabilitated/ restored/ operated touristic and cultural Infrastructure 8. Number of Palestinians benefited from a better access to public and economic facilities 9. Number of Palestinians (disaggregated by sex, age and geographical location) benefited from a better access to water and wastewater facilities	Implementation of rehabilitation interventions and innovative projects in 'Area C' and East Jerusalem. Coordination with Israeli Authorities in close coordination with UNSCO; Implementation of new construction and or expansion activities preparation of designs and tender documents. Target 3: Implementation of rehabilitation interventions and innovative projects in 'Area C' and East Jerusalem. Coordination with Israeli Authorities in close coordination with UNSCO; Implementation of new construction and or expansion activities preparation of designs and tender documents.	5. Commissioning, handover and operation	Palestinian Government Line Ministries and the Local Community	
Output 2: Strengthened resilience for Palestinian marginalized communities and minorities in improving their livelihood conditions as a perquisite to protect the land and safeguard their existence. Baseline: will be completed upon finalizing the community assessments and to be presented to the Review Committee in the first technical meeting. . Indicators: 1. Number of Palestinian from marginalized groups and minorities (disaggregated by sex, age and geographical location) benefited from improved social and public Infrastructure in 'Area C' and East Jerusalem	Ditto, as above.	1. Prioritizing development interventions targeting minorities in 'Area C' and East Jerusalem.	Steering Committee, coordination by the PMO	Included under output #1
		2. Implementing infrastructure interventions in the main themes of Health, Education, Housing, Energy, Cultural Heritage, Transportation, Water and Wastewater and other public buildings (Including design services)	MoLG and UNDP/PAPP	Donor(s) USD 12,000,000.00
		3. Commissioning, handover and operation	Beneficiaries	
			A. Total of UNDP/PAPP contribution	**USD 400,000.00**
			B. Total of the indicative activities	**USD 46,785,680.67**
			C. Miscellaneous cost including Coordination by PMO, M&E, Audit, Legal Support and Communication	**USD 1,250,000.00**
			D. UNDP General Management Support Services for items B and C	**USD 3,362,497.65**
			F. Donor(s) allocation (B+C+D)	**USD 51,398,178.32**

IV. MANAGEMENT ARRANGEMENTS



* all activities related to Jerusalem will require the clearance of the Ministry of Jerusalem Affairs

The FAIR programme will be implemented jointly in full cooperation and coordination between the MoLG and UNDP/PAPP, under the guidance and leadership of the PMO. UNDP/PAPP will manage the programme and its funds; provide overall programming, technical quality assurance and accountability. The following bullet points represent the key management arrangement:

Programme Structure

- **Steering Committee**

The Steering Committee provides overall strategic leadership, general policy and strategy guidance and oversight on the FAIR programme process and priorities. The Steering Committee comprises of representative of the Prime Minister's Office, the Minister of Local Government, the Minister of Planning and Administrative Development (MoPAD), and the UNDP/PAPP Special Representative, in addition, the

representatives of donors/development partners that are contributing towards the programme. Others from the Palestinian Government, UN and/or donor community may be invited to attend as observers to the Steering Committee on an ad-hoc basis. The Steering Committee will meet quarterly to discuss the progress, endorse priorities and set funding requirements. The FAIR Review Committee and Joint Technical Team (JTT) are accountable to the Steering Committee and shall provide the required financial and progress reports. The Steering Committee plays a key role in terms of advocacy and political follow-up with Israeli Authorities. The MoLG Projects Management Department will host and facilitate the steering committee meetings.

- **Review Committee**

The Review committee is co-led by the MoLG represented by the General Director of Projects Management Department and UNDP/PAPP. The Review Committee includes the Line Ministries and authorities (MoPAD, MoE, MoH, MoPWH, MoA, PENRA, PWA, MoTA and MoC). Furthermore, the Ministry of Jerusalem Affairs will be represented to provide clearance for all Jerusalem related activities.

The Review Committee reviews the process of verifying the needs assessment and developing the prioritized interventions to ensure synergy, sustainability and alignment with the national plans, and recommends the implementation mechanisms and priorities. The Review Committee convenes six times a year. The Joint Technical Team (JTT) is accountable for preparing the materials and lists for the Review Committee. The MoLG Projects Management Department will host and facilitate the Review Committee meetings.

- **Joint Technical Team (JTT)**

The JTT represents the core operation unit of the FAIR; it will be represented by the MoLG Programme Manager and UNDP/PAPP Programme Manager under the overall accountability of UNDP/PAPP, where the working team is responsible for:

- Review the community needs assessments and prioritize interventions;
- Prepare the Results Based Management (RBM) Framework including indicators, baselines and targets to be presented and endorsed by the Review Committee at the first technical meeting;
- Explore and identify the implementation mechanisms for the approved activities;
- In case of the necessity of construction permits, the team reports to the Review Committee;
- Embark on the implementation of the designated portfolio under the approved activities;
- Serve as the secretariat of the Review Committee;
- Arrange the periodic meetings for the Review Committee.

- **MoLG Programme Management Unit**

The MoLG Programme Management Unit (MoLG- PMU) will be in-charge of implementing the approved projects in 'Area C'; the MoLG-PMU is composed of:

- Programme Manager (representing the MoLG-PMU in the JTT)
  The Programme Manager (PM): Responsible for project management for activities in 'Area C' in close coordination and follow up with UNDP/PAPP Programme Team. The PMU should report to MoLG, which will further report to UNDP/PAPP (monitoring, evaluation and reporting). Provide direction and guidance to project team; Identify and obtain any support and advice required for the management, planning and control of the project from UNDP/PAPP Programme Team. Through the JTT, participate in reviewing the needs assessment, prioritizing the interventions, exploring the implementation mechanisms, and setting out the RBM framework.
- Procurement Officer

  Under the PM, is responsible for carrying out the procurement activities related to the MoLG package in line with the UNDP procurement rules and regulations.
- Finance Officer

  Under the PM, is responsible for managing the financial activities in close coordination with the Ministry of Finance (MoF)
- Legal Officer

Under the PM, is responsible for providing the legal support and assistance to the JTT in close coordination with the legal affairs of the legal department in MoLG

- Admin Assistant and Transportation
  Under the PM, are responsible for providing logistic support to the operation of the MoLG-PMU
- Coordinator and Site Engineers
  Under the PM, are responsible for providing the day-to-day management and supervision for the approved activities in 'Area C'

The MoLG-PMU will be supported by UNDP/PAPP team in providing the Quality Assurance services, liaison with the Israeli Authorities during the process of issuing construction permits as well as during the implementation phases.

UNDP/PAPP Programme Management Unit

UNDP/PAPP Programme Management Unit (UNDP-PMU) acts the programme oversight of the FAIR for both components ('Area C' and East Jerusalem), ensures the work is progressing according to the plan, reports on progress, financial status, and funding requirements to the Steering Committee. In addition, manages the realization of project outputs through activities, provides overall quality assurance to the FAIR including the ' Area C' interventions and MoLG-PMU, will be in-charge of implementing the approved projects in East Jerusalem on behalf of the MoLG in close coordination with Ministry of Jerusalem Affairs. Through the JTT, participate in reviewing the needs assessment, prioritizing the interventions, exploring the implementation mechanisms, and setting out the RBM framework. The UNDP-PMU is composed of:

- Programme Manager (representing the UNDP-PMU in the JTT)
  The Programme Manager (PM): Manages the realization of project outputs through activities; Provides direction and guidance to project team; Accountable for reporting to the Steering Committee (Progress, financial status, and funding requirements). Identifies and obtains any support and advice required for the management, planning and control of the project from the Steering Committee; and Responsible for project implementation for activities in East Jerusalem including monitoring, evaluation and reporting and providing oversight and Quality Assurance for the ' Area C' interventions and the established MoLG-PMU.
- Programme/ Engineer Analysts
  Provide overall technical oversight, Quality Assurance and Control
- Area Engineers (South, Central and North areas of the West Bank)
  Responsible for providing the technical Quality Assurance for the activities in their respective areas
- Site Engineers
  Perform the day-to-day supervision for the activities in East Jerusalem.
- Programme Associate and Assistant
  Provide programme support to the UNDP-PMU

Coordination mechanism

The FAIR programme will be supported by efficient coordination mechanism provided by the Prime Minister's Office (PMO) at all levels, to ensure effective implementation and harmonization for all programme layers and structures including the line ministries and UN agencies where needed. The Coordination unit at the PMO will be structured at three levels:

- Policy Level: the representative will support the steering and review committees;
- Technical Level: support the Review Committee and the JTT;
- Administrative Level: provide logistic support to the coordination mechanism.

Roles and Responsibilities of the implementing partners (the UNDP/PAPP and MoLG)
UNDP/PAPP will:

- Provide overall management for the programme and funds including the funds administration and accountability;
- Provide the overall Quality Assurance and Control;
- Prepare the donor reporting and request donors instalments;
- Participate in the Programme Steering Committee, Review Committee, Joint Technical Team and establish the UNDP-PMU;
- Support the MoLG in issuing the construction permits in 'Area C', liaise with the ICA, and provide the technical Quality Assurance during the implementation period of the 'Area C' interventions;
- Transfer the advancements to the MoLG special account of the Programme created under the MoF;
- Implement the activities in East Jerusalem in close coordination with the MoLG, including the preparation of the detailed designs and technical documents, procurement, tender evaluation and contracts awarding, management of the contacts, issuing vendor payments, reporting and commissioning to the Palestinian counterparts/ beneficiaries;
- Provide Audit and Monitoring& Evaluation of the overall activities implemented under the programme in East Jerusalem and 'Area C';
- Provide communication and visibility for the programme.

MoLG will:

- Participate in the Programme Steering Committee, Review Committee, Joint Technical Team and establish the MoLG-PMU;
- Manage the established MoLG-PMU and carry out all related activities such as recruitment, payroll, logistic support, and other HR needs;
- Liaise with the Palestine line ministries in close coordination with the Prime Minister's office;
- Create special accounts for the MoLG portfolio under the treasury of the MoF;
- Prepare the technical designs for the activities that require licensing by the ICA;
- Implement the activities in 'Area C' in close coordination with UNDP/PAPP, including the preparation of the detailed designs and technical documents, carrying out the procurement activities according to the UNDP rules and regulation, awarding contracts, management of the contracts, issuing vendor payments, reporting and commissioning to the Palestinian counterparts/ beneficiaries;
- Prepare the necessary liquidation reports for the UNDP/PAPP needed for advancements and fund transfers;
- Facilitate the process of obtaining the needed TAX exemptions for the contracted parties.

Financial Arrangements:

UNDP/PAPP will be responsible for managing the funds and hold the full financial accountability for the FAIR Programme. The Programme financial arrangements will be as follows:
For 'Area C' activities:

1- The MoLG will open special account under the Treasury of Ministry of Finance (MoF);
2- The MoLG will nominate two authorized persons (The Minister and the Director General for Projects Management Unit) to manage the special account;
3- The MoLG-PMU will review and endorse the vendors claims and payments; and prepare the list for fund advancement;
4- The MoLG Programme Manager will request advancements from UNDP/PAPP through the General accountant in the Ministry of Finance;
5- The UNDP/PAPP will transfer the advancements according to the liquidation reports including supporting documents for previous transactions;
6- The MOLG will transfer the amounts directly to the contractors and suppliers (vendors)

For the East Jerusalem Activities:

UNDP/PAPP will assume the full responsibility and accountability according to its rules and regulation of under Direct Implementation Modality.

MONITORING FRAMEWORK AND EVALUATION

Please refer to the Deliverable Description to complete this component of the template.
Suggested text to be adapted to project context

In accordance with the programming policies and procedures outlined in the UNDP User Guide, the programme will be monitored through the following:

Within the annual cycle

- On a quarterly basis, a quality assessment shall record progress towards the completion of key results, based on quality criteria and methods captured in the Quality Management table below.
- An Issue Log shall be activated in Atlas and updated by the Programme Manager to facilitate tracking and resolution of potential problems or requests for change.
- Based on the initial risk analysis submitted (see annex 1), a risk log shall be activated in Atlas and regularly updated by reviewing the external environment that may affect the project implementation.
- Based on the above information recorded in Atlas, a Programme Progress Reports (PPR) shall be submitted by the Programme Manager to the Programme Steering Committee through Programme Assurance, using the standard report format available in the Executive Snapshot.
- a programme Lesson-learned log shall be activated and regularly updated to ensure on-going learning and adaptation within the organization, and to facilitate the preparation of the Lessons-learned Report at the end of the programme
- a Monitoring Schedule Plan shall be activated in Atlas and updated to track key management actions/events

Annually

- **Annual Review Report**. An Annual Review Report shall be prepared by the Programme Manager and shared with the Programme Steering Committee. As minimum requirement, the Annual Review Report shall consist of the Atlas standard format for the QPR covering the whole year with updated information for each above element of the QPR as well as a summary of results achieved against pre-defined annual targets at the output level.
- **Annual Programme Review**. Based on the above report, an annual programme review shall be conducted during the fourth quarter of the year or soon after, to assess the performance of the programme and appraise the Annual Work Plan (AWP) for the following year. In the last year, this review will be a final assessment. This review is driven by the Programme Steering Committee and may involve other stakeholders as required. It shall focus on the extent to which progress is being made towards outputs, and that these remain aligned to appropriate outcomes.

Quality Management for Project Activity Results

Replicate the table for each activity result of the AWP to provide information on monitoring actions based on quality criteria. To be completed during the process "Defining a Project" if the information is available. This table shall be further refined during the process "Initiating a Project".

Intended Outcome: Empowered and strengthened national institutions to plan and deliver essential public and social Infrastructure in Area "C" and East Jerusalem; and, increased access to sustainable, equitable and affordable infrastructure provided.		
Activity Result 1 **(Atlas Activity ID)**	*Improved public and social infrastructure*	Start Date: Q1 – Y1 End Date: Q4 – Y3
Purpose	*To contribute to the improvement of basic public and social infrastructure in 'Area C' and East Jerusalem*	
Description	1. Health • Support rehabilitation and reconstruction of health facilities in Area "C" and East Jerusalem; • Support the construction of new health facilities in Area "C" and East Jerusalem; • Provide innovative, alternative and sustainable solutions to the health challenges in Area "C" and East Jerusalem. 2. Education • Rehabilitation, expansion and construction of school facilities in Area "C"; • Support to Education Sector in East Jerusalem; • Support Early Childhood Education in Area "C" and East Jerusalem through rehabilitation/ expansion/ construction/ furnishing and equipping of kindergartens; • Support Vocational Training Centers in East Jerusalem; • Provide innovative, alternative and sustainable solutions to the Education Sector in Area "C" and East Jerusalem. 3. Housing • Support rehabilitation and reconstruction of housing units in Area "C" and East Jerusalem; • Support the construction of new housing units in 'Area C' for poor and marginalized families with the approved outlines; • Provide innovative and sustainable solutions to the housing challenges in Area "C" and East Jerusalem; • Design strategic planning, zoning and implementation initiatives to support Housing Sector in East Jerusalem. 4. Energy • Promote renewable energy resources for remote communities in Area "C"; • Improve energy efficiency and promote renewable energy resources for public buildings; • Improve the safety measures and efficiency of the electricity networks in the Old City of East Jerusalem; • Expansion of electricity distribution networks. 5. Transportation • Rehabilitation and reconstruction of urban, rural and road networks in Area "C"; • Improve safety measures of the road networks in Area "C"; • Rehabilitation and construction of agriculture roads in Area "C" 6. Cultural Heritage • Rehabilitation, restoration and revitalization of cultural infrastructure in Area "C" and East Jerusalem; • Creation of tourism facilities in Area "C" and East Jerusalem. 7. Water and Wastewater • Rehabilitation and construction of water networks, cisterns, reservoirs and water harvesting in Area "C"; • Supply of water tanks; • Improve water distribution efficiency in Area "C" and East Jerusalem; • Support wastewater systems in Area "C". 8. Other Public Infrastructure • Rehabilitation and construction of women and community Centers in Area "C" and East Jerusalem; • Rehabilitation and construction of youth centers in Area "C" and East Jerusalem; • Rehabilitation and construction of sport facilities and public spaces in Area "C" and East Jerusalem. 9. Provision of master plans and zoning initiatives in line with the ongoing efforts by the MoLG as well as policy development.		

Quality Criteria *how/with what indicators the quality of the activity result will be measured?*	**Quality Method** *Means of verification. what method will be used to determine if quality criteria has been met?*	**Date of Assessment** *When will the assessment of quality be performed?*
Enhanced access to essential social and public infrastructure responding to the needs and laying the foundation for accommodating the spatial growth	Desk review, stakeholder consultation, site visits, UNDP gender advisor report	Quarterly, Yearly
Strengthened resilience for Palestinian marginalized communities and minorities in improving their livelihood conditions as a perquisite to protect the land and safeguard their existence	Desk review, stakeholder consultation, site visits, UNDP gender advisor report	Quarterly, Yearly

I. LEGAL CONTEXT

The programme document shall be the instrument envisaged in the Supplemental Provisions to the Programme 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 programme 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 Programme 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 Programme Document.

Annex 1: Risk Analysis

Programme Title: Facilitating Access to Infrastructure Resilience in 'Area C' and East Jerusalem	Award ID:NA	Date:Q2 2013

#	Description	Date Identified	Type	Impact & Probability	Countermeasures / Mngt response	Owner	Submitted, updated by	Last Update	Status
				Describe the potential effect on the programme if this risk were to occur 1-Low / 5-High	*What actions have been taken/will be taken to counter this risk*	*Who has been appointed to keep an eye on this risk*	*Who submitted the risk*	*When was the status of the risk last checked*	*e.g. dead, reducing, increasing , no change*
1	Deterioration of security situation in the entire West Bank, East Jerusalem and Gaza	January 2013	External-Political	UNDP and implementing partners' mobility and ability to implement the programme is threatened Probability (1-5) = 3 Impact (1-5) = 4	- Security and contingency planning for UNDP and partners - Two-ways sharing of information on security situation - Opening of communication channels with communities for security updates - Suspension of UNDP and partners' travel - Implementation through local partners - Programme suspension if situation is critical	UNDP	UNDP	2013	
2	The current slow-down in Government activities in the West Bank due to strikes by personnel continues and affects the delivery schedule.	January 2013	Operational	Slow-down in Government activities in the West Bank due to strikes by personnel continues and affects the delivery schedule. Probability (1-5) = 4 Impact (1-5) = 4	- Budget allocated to cover the operational cost required to implement the MoLG designated portfolio.	UNDP	UNDP	2013	

3	General access restrictions increase: closures, lack of movement, restriction on staff	January 2013	External-Political	Some communities are growingly isolated; this threatens to undermine operations in the affected areas and participation of women is weakened Probability (1-5) = 3 Impact (1-5) = 3	- Liaising with UNSCO and PA to monitor access restrictions - Opening of communication channels with communities for access updates - Wide geographic distribution of operations - Relationship management with CA officials - UN, PA, Donor pressure on Israeli authorities to remove access restrictions for programme operations - Advocacy on access restrictions - Implementation through local partners / use of locally available material - Suspension of UNDP and partners' travel in affected areas	UNDP	UNDP	2013	
4	UNDP's implementing partners under threat / pressure from Israeli authorities	January 2013	Internal-Political	Implementing partners cannot complete programmes Probability (1-5) = 3 Impact (1-5) = 4	- UN, PA, Donor pressurere on Israeli authorities	UNDP	UNDP	2013	
5	UNDP programme and/or UNDP as an institution is being questioned / criticized by Israeli authorities at local / HQ level	January 2013	Internal-Political	UNDP/UN is pressured to change approach and the desired impact changes Probability (1-5) = 3 Impact (1-5) = 4	- UNDP communication plan in place - UNDP visibility policy adjusted to the risk - Integrate protection elements in the design of the programmes - Advocacy and communication strategy in place - Relationship management with Israeli authorities - UNDP, UN, PA, Donor negotiation / pressure with Israeli authorities	UNDP	UNDP	2013	
6	UNDP programme and/or UNDP as an institution is being questioned / criticized by the local Palestinian authorities/communities for targeting	January 2013	Internal-Political-Operational	UNDP/UN is pressured to change approach and the desired impact changes Probability (1-5) = 4	- UNDP communication plan in place - UNDP visibility policy adjusted to the risk - Integrate protection elements in the design of the specific activities - Advocacy and communication strategy in place - Relationship management with local	UNDP	UNDP	2013	

	only the minorities' needs			Impact (1-5) = 4	authorities - Create a contingency plan with a related budget to respond actively to the local authorities' needs				
7	In those cases where a permit will be needed, increasing difficulties in securing permits (from Israeli authorities)	January 2013	Internal-Operational	designated programmes cannot be implemented as designed Probability (1-5) = 3 Impact (1-5) = 4	- Consultation at the steering committee level to decide the political support - Legal assistance of the programme is available - Pre-implementation assessment of prospects to secure permits - Relationship management with relevant Israeli authorities - PA, UN, Quartet and Donor support and follow-up - Identification of alternative programmatic options in the design of programmes - Advocacy and communication strategy implemented	UNDP	UNDP	2013	
8	The infrastructure built under the programme attracts the attention of Israeli CA, and the infrastructure is demolished or materials brought under the programme are confiscated	January 2013	Internal-Political	Target population is threatened with displacement. Some of the interventions will not be able to be implemented Probability (1-5) = 2 Impact (1-5) = 5	- Legal assistance is available - Measures to minimize visibility are in place - Integrate protection elements in the design of the programmes - Advocacy and communication strategy in place - Relationship management with Israeli authorities - PA, UN, Quarter and Donor support and follow-up - Legal cases initiated - Communities are properly consulted in advance of the risk involved and accept it - Communities' interest is preserved. Response is designed to address their concerns	UNDP	UNDP	2013	
9	The demolition of infrastructure prompts protests from communities that are responded to by Israeli forces	January 2013	Internal-Political	Protests degenerate in violent confrontation, with casualties and wounded. Communities complain about the inability of UN	- Legal assistance is available - Communities are properly consulted in advance of the risk involved and accept it - Integrate protection elements in the design of the programmes	UNDP	UNDP	2013	

	with violent means			to protect them Probability (1-5) = 2 Impact (1-5) = 4	- Advocacy and communication strategy in place - PA, UN, Quartet and Donor support and follow-up - Relationship management with relevant Israeli authorities - Legal cases initiated				
10	All legal cases initiated by the programme to protect the programmes it funded are lost	January 2013	Internal-Political	Vulnerability of target population increases Some of the programmes are suspended Probability (1-5) = 2 Impact (1-5) = 4	- Legal assistance under the programme is available to intervene - Advocacy and communication strategy in place - PA, UN, Quartet and Donor support and follow-up - Relationship management with relevant Israeli authorities	UNDP	UNDP	2013	
11	Donors are worried about the risks associated with the programme	January 2013	Internal-Strategic	Donors pressure to amend the approach to a less risky one and the desired impact is weaker Probability (1-5) = 3 Impact (1-5) = 4	- The programme prioritizes programmes which poses low level of risks - The risks associated with the programme are clearly explained to the donors - The programme approach and, in particular, issues of mutual accountability, advocacy, communication, protection are endorsed by donors	UNDP	UNDP	2013	
12	Not enough funding available for programme	January 2013	Internal-Financial	Some of the targets set are not met Probability (1-5) = 2 Impact (1-5) = 4	- Inform Review and Steering committee as soon as the problem arises - Reprogram the activities according to the available funds - Agree with the PA and donors on the new approach - Prioritize actions which can have a quicker and deeper impact in target population from the development point of view, according to the criteria set in the programme	UNDP	UNDP	2013	

13	Corruption in the management of funds by implementing partners	January 2013	Internal-Political	Activities are not implemented or implemented partially only. Programme impact reduced Trust of communities in the programme dramatically challenged Donors withdraw funds or freeze them. UNDP put under social and institutional pressure Probability (1-5) = 1 Impact (1-5) = 4	- Audits will be done for all programme initiatives - Funding of national partners according to UNDP financial rules and regulations - Continuous contact with target population and follow up of programmes - Legal steps against misuses of funding - Liaison with governmental and non-governmental anti-corruption institutions - Proper selection of implementing partners based on capacities and experience	UNDP	UNDP	2013	
14	Decisions on programme approvals are not taken on technical grounds and influenced by third parties	January 2013	Internal-Political	Credibility of the programme is undermined Programmes not matching community priorities Impact reduced Probability (1-5) = 2 Impact (1-5) = 4	- Final accountability lies on UNDP. Contracts signed by UNDP always complying with internal rules and regulations. - Steering Board co-chaired by PA and UNDP	UNDP	UNDP	2013	

Annex2: Programme Budget Sheet							Planned Disbursements		
Item	Activity	Unit	Cost (USD)	No	QTY	Total Cost (USD)	Year 1	Year 2	Year 3
A	**'Area C'**								
A.1	**Infrastructure activities including preparation of technical designs and tender documents output 1 and 2 (including Implementation Support services-ISS)**								
1	Enhanced access to essential social and public infrastructure responding to the needs and laying the foundation for accommodating the spatial growth	LS	16,000,000.00	1.00	1	16,000,000.00	4,000,000.00	6,000,000.00	6,000,000.00
2	Strengthened resilience for Palestinian marginalized communities and minorities in improving their livelihood conditions as a perquisite to protect the land and safeguard their existence	LS	6,000,000.00	1.00	1	6,000,000.00	1,000,000.00	2,500,000.00	2,500,000.00
	Total Activity A.1					**22,000,000.00**	**5,000,000.00**	**8,500,000.00**	**8,500,000.00**
A.2	**Programme Implementation Unit- Ministry of Local Government**								
1	Programme Manager- MoLG core staff	Month	-	1.00	36	-	-	-	-
2	Programme Coordinator	Month	1,800.00	1.00	36	64,800.00	21,600.00	21,600.00	21,600.00
3	Programme Assistant	Month	1,100.00	1.00	36	39,600.00	13,200.00	13,200.00	13,200.00
4	Procurement Analyst	Month	1,800.00	1.00	36	64,800.00	21,600.00	21,600.00	21,600.00
5	Finance Manager	Month	1,800.00	1.00	36	64,800.00	21,600.00	21,600.00	21,600.00
6	Admin Assistant	Month	1,500.00	1.00	36	54,000.00	18,000.00	18,000.00	18,000.00
7	Site supervision	Month	1,500.00	5.00	36	270,000.00	90,000.00	90,000.00	90,000.00
8	Driver	Month	1,000.00	1.00	36	36,000.00	12,000.00	12,000.00	12,000.00
9	Office, Furniture and Equipments	LS	50,000.00	1.00	1	50,000.00	16,666.67	16,666.67	16,666.67
10	Running Cost	Month	3,500.00	1.00	36	126,000.00	42,000.00	42,000.00	42,000.00
11	Transportation	LS	100,000.00	1.00	1	100,000.00	60,000.00	20,000.00	20,000.00
	Total Activity A.2					**870,000.00**	**316,666.67**	**276,666.67**	**276,666.67**
A.3	**Quality Assurance- UNDP/PAPP**								
1	Engineer Analyst-30%	Month	7,500.00	1.00	36	81,000.00	27,000.00	27,000.00	27,000.00
2	Area Engineers-50%	Month	6,600.00	3.00	36	356,400.00	118,800.00	118,800.00	118,800.00
3	Programme Associate-20%	Month	5,760.00	1.00	36	41,472.00	13,824.00	13,824.00	13,824.00
4	ISS*, GoE**, Security	LS	64,602.30	1.00	1	64,602.30	21,534.10	21,534.10	21,534.10
5	Transportation	LS	110,000.00	1.00	1	110,000.00	36,666.67	36,666.67	36,666.67
	Total Activity A.3					**653,474.30**	**217,824.77**	**217,824.77**	**217,824.77**

B	**East Jerusalem**								
B.1	**Infrastructure activities including preparation of technical designs and tender documents output 1 and 2 (including Implementation Support services-ISS)**								
1	Enhanced access to essential social and public infrastructure responding to the needs and laying the foundation for accommodating the spatial growth	LS	16,000,000.00	1.00	1	16,000,000.00	4,000,000.00	6,000,000.00	6,000,000.00
2	Strengthened resilience for Palestinian marginalized communities and minorities in improving their livelihood conditions as a perquisite to protect the land and safeguard their existence	LS	6,000,000.00	1.00	1	6,000,000.00	1,000,000.00	2,500,000.00	2,500,000.00
	Total Activity B.1					**22,000,000.00**	**5,000,000.00**	**8,500,000.00**	**8,500,000.00**
B.2	**Programme Implementation Unit- UNDP/PAPP including direct supervision and QA**								
1	Engineer Analyst-70%	Month	7,500.00	1.00	36	189,000.00	63,000.00	63,000.00	63,000.00
2	Programme Associate-20%	Month	5,760.00	1.00	36	41,472.00	13,824.00	13,824.00	13,824.00
3	Programme Manager	Month	4,550.00	1.00	36	163,800.00	54,600.00	54,600.00	54,600.00
4	Progamme Assistant	Month	2,850.00	1.00	36	102,600.00	34,200.00	34,200.00	34,200.00
5	Coordinator	Month	4,000.00	1.00	36	144,000.00	48,000.00	48,000.00	48,000.00
6	Site Supervision for Jerusalem Interventions	Month	2,850.00	3.00	36	307,800.00	102,600.00	102,600.00	102,600.00
7	ISS, GoE, Security	LS	143,534.37	1.00	1	143,534.37	47,844.79	47,844.79	47,844.79
8	Transportation	LS	50,000.00	1.00	1	50,000.00	16,666.67	16,666.67	16,666.67
9	Office, Furniture and Equipments	LS	120,000.00	1.00	1	120,000.00	40,000.00	40,000.00	40,000.00
	Total Activity B.2					**1,262,206.37**	**420,735.46**	**420,735.46**	**420,735.46**
C	**Miscellaneous**								
1	Coordination- PMO	LS	300,000.00	1.00	1	300,000.00	100,000.00	100,000.00	100,000.00
2	Audit	LS	250,000.00	1.00	1	250,000.00	20,000.00	20,000.00	210,000.00
3	M&E	LS	100,000.00	1.00	1	100,000.00	10,000.00	10,000.00	80,000.00
3	Communication	LS	300,000.00	1.00	1	300,000.00	120,000.00	90,000.00	90,000.00
4	Legal Support	LS	300,000.00	1.00	1	300,000.00	100,000.00	100,000.00	100,000.00
	Total Activity C					**1,250,000.00**	**350,000.00**	**320,000.00**	**580,000.00**
D	**Cost of Programme Activities**					48,035,680.67	11,305,226.89	18,235,226.89	18,495,226.89
E	**UNDP General Management Cost (7%)**					3,362,497.65	791,365.88	1,276,465.88	1,294,665.88
F	**Total Programme Cost**					**51,398,178.32**	**12,096,592.77**	**19,511,692.77**	**19,789,892.77**

* *ISS Implementation Support Services*
** *GoE General Operating Expenses*

Annex 3: Budget Distribution

A	**For 'Area C' Activities**		
1	Programmable Amount	22,000,000.00	84.68%
2	MoLG-PMU	870,000.00	3.37%
3	UNDP/PAPP QA	653,474.30	2.53%
4	Miscellaneous	625,000.00	2.42%
5	UNDP General Management Cost	1,690,393.20	7.00%
	Total of A	**25,838,867.50**	100.00%
B	**For East Jerusalem Activities**		
1	Programmable Amount	22,000,000.00	85.61%
2	UNDP/PAPP- PMU) Direct Supervision and QA	1,262,206.37	4.94%
3	Miscellaneous	625,000.00	2.45%
4	UNDP General Management Cost	1,672,104.45	7.00%
	Total of B	**25,559,310.82**	100.00%

Remark:
The percentage ratios will be utilized for formulating separate agreement with interested donor.