United Nations Development Programme
Programme of Assistance to the Palestinian People
برنامج الأمم المتحدة الإنمائي/ برنامج مساعدة الشعب الفلسطيني

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Project Title: Supporting Transformative Resilience in Area C, East Jerusalem and Gaza

Project Number:

Implementing Partner:

Start Date: May 2020 **End Date:** 31 April 2024 **PAC Meeting date:**

Brief Description

Over 50 years of the Israeli occupation has had a lasting severe and differentiated effect on Palestinian communities, societies, and institutions putting into question the viability of a contiguous Palestinian State. Spatial fragmentation and isolation have also manifested as national, community and psychological fragmentation and separation between and across Palestinians in the East Jerusalem, West Bank and Gaza. Fragmentation is a key challenge to overcome, which has produced varying community needs and capacities to meet those needs across the West Bank, East Jerusalem and Gaza. The lack of Palestinian sovereignty in Area C, H2, Seam Zones, Gaza and East Jerusalem has resulted in the particularly precarious and ongoing vulnerability that characterize the daily lives of these communities. As a result, there are growing gaps to development across Palestine and eroding trust between the Palestinian people and the government in the absence of a clear political and economic vision.

Simultaneously amidst the ongoing COVID-19 crisis, the socioeconomic impact will be significant with already high levels of poverty and unemployment, disproportionately affecting women and youth. Depending on the extent and duration of the ongoing COVID-19 crisis and the resulting downturn in economic activity, forecasts by the World Bank estimate a decline in national GDP between 2.6% and 7.6%. Already experiencing a two-year fiscal crisis, the economic contraction brought about by the crisis is bound to result in a sizeable gap in public finances, where government revenues are expected to decrease by at least 40%. The deteriorating fiscal sustainability of the Palestinian government will have a serious impact on the ability to ensure social safety networks are sustained. Not only does the Palestinian government require support in enhancing capacities to enable continuity of services, particularly government to government (G2G) services in the current disruptive circumstances, but also ensuring vulnerable groups and communities have access to the required support to mitigate further erosion of livelihoods and economic activity while adapting practices to bounce back towards socioeconomic recovery and development.

As such, this programme represents one of the government's mechanisms to 1) operationalise the governmental priorities and strategies in Area C, Gaza and East Jerusalem, including COVID-19 national socioeconomic recovery efforts and the Prime Minister's cluster development approach; 2) build the blocks of self-reliance through addressing multidimensional needs; and 3) operationalise the H-D nexus in the target areas to link short term interventions with longer term results.

The desired outcome of this programme is: Palestinians in East Jerusalem, Gaza and Area C have improved resilience through reduced development gaps and enhanced access to sustainable and quality services and economic opportunities in the targeted areas. This programme will contribute to building the resilience of the Palestinian people, particularly affected by geographical drivers of vulnerability, and hence aims to reduce developmental gaps and improve the socio-economic conditions of Area C, East Jerusalem and Gaza towards national sustainable development. In line with the principles of transformative resilience this programme aims: To improve delivery and access to services and economic opportunities for vulnerable groups in Area C, East Jerusalem and Gaza, particularly women and youth; To enhance political, cultural, economic and social cohesion and improve inclusion of most vulnerable groups, particularly women and youth; To support institutional and behavioural changes towards improving the enabling environment to reduce socioeconomic inequalities, including gender inequality.

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Contributing Outcome (UNDAF):

UNDAF Outcome 4.1: More Palestinians, especially the most vulnerable, benefit from safe, inclusive, equitable and quality services

Indicative Output(s) with gender marker[2]:

Output 1: Access to sustainable and resilient livelihoods in East Jerusalem improvedthrough diversified economic activities, youth and women empowerment, facilitated access to service delivery and enhanced institutional support to foster social cohesion and Palestinian identity

Output 2: Vulnerability of communities reduced in Gaza through investment in sustainable solutions for employment, youth and women empowerment, and transition to renewable energy

Output 3: Increased access to land and cluster-based economic activities and improved service delivery, particularly for women and youth, with a focus on marginalised communities and neglected areas in and around Area C

Output 4: Improved leadership and capacity of the Prime Minister's Office in coordination, policy and planning functions integrating socioeconomic recovery responses and the Prime Minister's cluster development approach with improved government-to-government services

Total resources required:	USD 40,000,000	
Total resources allocated:		
	UNDP TRAC:	
	Donor:	USD 40,000,000
	Government:	
	In-Kind:	
Unfunded:		

Agreed by (signatures)[1]:

Government	UNDP	Implementing Partner
Print Name:	Print Name:	Print Name:
Date:	Date:	Date:

[1] Note: Adjust signatures as needed

[2] The Gender Marker measures how much a project invests in gender equality and women's empowerment. Select one for each output: GEN3 (Gender equality as a principle objective); GEN2 (Gender equality as a significant objective); GEN1 (Limited contribution to gender equality); GEN0 (No contribution to gender quality)

I. DEVELOPMENT CHALLENGE

Background:

Over 50 years of the Israeli occupation has had a lasting severe and differentiated effect on Palestinian communities, societies, and institutions putting into question the viability of a contiguous Palestinian State. Spatial fragmentation and isolation have also manifested as national, community and psychological fragmentation and separation between and across Palestinians in the East Jerusalem, West Bank and Gaza, which has been worsened through ongoing illegal settlement building, the construction of the Separation wall and the ongoing blockade on Gaza.

Fragmentation is a key challenge to overcome, which has produced varying community needs and capacities to meet those needs across the West Bank, East Jerusalem and Gaza. The lack of Palestinian sovereignty in Area C, H2, Seam Zones, Gaza and East Jerusalem has resulted in the particularly precarious and ongoing vulnerability that characterize the daily lives of these communities. This has resulted in a deterioration of social cohesion as Area C and East Jerusalem communities lay in the grey zone of legal-judicial jurisdiction and Gaza remains isolated, where the Palestinian Authority are unable to provide services. Simultaneously Israel's occupation policy and practices have not only disabled development but have continued policies facilitating the 'de-development' of vulnerable Palestinian communities through ongoing human rights violations and discriminatory treatment including, but not limited to: discriminatory planning, zoning and permit regimes; evictions, confiscations, damage and destruction of private property and infrastructure; denial of sovereignty and access to natural resources; restrictions on movement and access to essential services; and forcible transfer.

Despite over 20 years of developmental and humanitarian assistance, the overall impact on the ground has not been sustainable, as the policies and practices of the occupation have intensified over the same duration. Part of the challenge has been to coordinate within such a complex environment, where programs and projects have been implemented in an ad-hoc manner, many of which have not been effective in providing a bridge between stakeholders. Development and humanitarian actors have failed to effectively respond to the changes of the operational environment in a coordinated and strategic manner towards providing targeted relief and formulating innovative approaches to achieve sustainable development in such a complex environment.

As a result, there are growing gaps to development across Palestine and eroding trust between the Palestinian people and the government in the absence of a clear political and economic vision. Most recent polls indicate that the current political situation alongside the loss of hope have resulted in a decline in Palestinian support for the two state solution, and growing perceptions of corruption within PA institutions.[2] Different polls indicate that the top three major problems confronting Palestinian society today are the occupation, the poor economic situation reflected by high poverty and unemployment rates, and corruption.[3]

[2] Palestinian Center for Policy and Survey Research (2020) *Public Opinion Poll 75.*

[3] Ibid.

AMAN (2019) *The Annual Public Opinion Poll on the State of Corruption in Palestine.*

Growing gaps in Palestinian development

Structural constraints to the Palestinian economy on account of restrictive access to natural resources including land and water, and external restrictions on trade and movement have severely stagnated economic growth. Coupled with the ongoing fiscal crisis and overall decline in foreign assistance to Palestine, in 2019 the Palestinian economy grew by a mere 1.2%, while GDP per capita declined by 1.3%.[4] The economy is expected to slip into negative growth in 2020.[5] Productive sectors have been hit the hardest, including agriculture and manufacturing, facing ongoing erosion and having a serious impact on rural livelihoods and job creation. As a result, services and wholesale and retail trade account for more than 40% of GDP. Economic assessments on major bottlenecks to the Palestinian economy have found the that the most bounding constraints are the restrictions to movement, access and trade, followed by limited access to water and energy, which has particularly affected productive sectors.[6] Poor access to energy is a particular bottleneck in Gaza, which limits access to and quality of a wide range of basic and social services.

Where economic growth in Palestine remains vulnerable on account of the protracted conflict, poverty and unemployment is on the rise, particularly in vulnerable areas. Unemployment in Palestine reached 25% in 2019, 45% in Gaza and 15% in the West Bank, an increase from 34.8% in 2015 and decrease from 16.6% respectively.[7] Youth are particularly vulnerable to unemployment, where from 2008 to 2018 youth unemployment in Gaza rose from 53% to 69% and decreased from 28% to 27% in the West Bank.[8] Currently there is a gap between transition from education to employment, where despite completion of higher education unemployment amongst young graduates is high, at 52%. The gender dimension of unemployment and multi-dimensional deprivation must also be taken into consideration. Female graduates are disproportionately affected compared to male counterparts where 68% of female graduates are unemployed compared to 35% of male graduates. As such, despite high rates of education amongst women, only 2 out of 10 women are participating in the labour force compared to 7 out of 10 men.[9] There is also a clear gender gap in terms of salaries, where the average daily wage for women is estimated at 92 NIS compared to 129 NIS for men.10 In 2017, poverty rates amongst women-headed households reached 54% in the Gaza Strip, and 19% in the West Bank11. Overall, women tend to experience higher economic vulnerability due in particular to their limited integration in the labour market and their limited access to productive assets and land, coupled with constraining gender roles and norms.

As access to economic opportunities in the West Bank has witnessed fragile improvements, in Gaza socio-economic outlook is deteriorating, which is also reflected in most recently available poverty

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[4] PCBS (2020) The performance of the Palestinian economy during 2019, as well as the economic forecasts for 2020.

[5] World Bank (2019) Palestine's Economic Update – October 2019.

[6] USAID (2017) West Bank and Gaza Inclusive Growth Diagnostic.

[7] PCBS (2020) The labor force survey results 2019.

[8] PCBS (2019) On the eve of international youth day

[9] PCBS (2020) The labor force survey results 2019.

10 PCBS (2019). Press release on International Women's Day 2019. Retrieved from http://www.pcbs.gov.ps/post.aspx?lang=en&ItemID=3406#

11 PCBS (2018). Living standards in Palestine, 2017.

statistics. Between 2011 and 2017 poverty decreased in the urban areas of the West Bank, where elsewhere poverty levels have remained relatively stable or significantly increased, as seen in Gaza. Poverty in Gaza increased from 38.8% in 2011 to 53% in 2017, where poverty decreased in the West Bank from 17.8% to 13.9%.[12] As such the Palestinian poor are highly concentrated in Gaza. Higher poverty rates have been accompanied by a decline in access to essential services like water and electricity.

Commercial and urban centres in the West Bank have witnessed a slight improvement in reducing poverty and unemployment, however these improvements have not translated across the West Bank, Gaza and East Jerusalem. Where locational drivers of vulnerability and occupation policy and practices have affected the ability of the government and partners to ensure the inclusion of the most vulnerable areas to access to economic opportunities and improved service delivery, there is growing public distrust in the government and their ability to adequately meet people's needs in supporting building the resilience of the Palestinian people.

East Jerusalem

Palestinians in East Jerusalem face similar but differentiated challenges of life under occupation, facing ongoing land appropriation and settlement building, a discriminatory permit and zoning system, lack of infrastructure and basic and public services, the Separation Wall, unequal citizenship laws, limited municipal autonomy, and exclusionary urban planning. With increasing pressure from Israeli authorities, coupled with limited economic opportunities and high costs of living, the risk of forced displacement is high. Nearly three quarters of all Palestinian families living in East Jerusalem live below the Israeli national poverty line, compared to 23% of Israelis in West Jerusalem, where the income gap between Palestinians and Israelis is 1:9.[13]

The restrictive zoning, planning and permitting regime for Palestinian urban development in East Jerusalem has resulted in high costs of housing and land purchases, placing a large financial burden on young families and those with limited income who must live in the city to maintain their residency rights. It is estimated that only 13% of East Jerusalem is zoned for Palestinian construction, much of which is already built-up, creating serious housing shortages for the growing population.[14] Coupled with high poverty rates, access to affordable housing for middle to lower income households is limited, particularly given the limited options for access to finance for Palestinians in Jerusalem. Costs of housing account for 40% of household expenditure in East Jerusalem,[15] compared to 8.4% and 9.8% in the West Bank and Gaza, respectively.[16]

In education the difficulty of securing land and obtaining construction licences from the Jerusalem municipality has translated into a chronic shortage of classrooms in East Jerusalem, leading to overcrowding and hindering the delivery of quality education. It is estimated that there is a shortage of nearly 2000 classrooms in East Jerusalem to meet current and future educational needs.[17] Where several schools are located in rented premises and school expansion is limited, schools are under severe pressure to meet educational needs on account of limited funding, resulting in poor infrastructure, poor

[12] World Bank (2018) West Bank and Gaza Poverty and Shared Prosperity Diagnostic 2011-2017

[13] MAS (2019) East Jerusalem's Economic Cluster Report

[14] OCHA (2014) East Jerusalem Key Humanitarian Concerns

[15] MAS (2019)

[16] PCBS (2017) The levels of living in Palestine

[17] Ir Amim (2017) Education Report: Fifty years of neglect

educational resources and low salaries for educational staff. Teachers can earn up to 3.5 times more teaching in municipality schools as opposed to Waqf or private schools. With lack of a single overarching authority and unified vision to meet the needs of quality education for Palestinians in East Jerusalem, investing in education remains an urgent priority. The growing pressure on schools to deliver quality education without adequate financial and institutional support has limited the ability of educators in East Jerusalem to develop student-centred pedagogy and provide students with the adequate skills to have a competitive advantage in the labour market.

Limited access to quality education coupled with high poverty have resulted in school dropout rates that are much higher than the rest of Palestine, at 33%.[18] High dropout rates disproportionately affect young boys as households need additional sources of income to meet household needs. Only 17.2% of employed males and 76.5% of employed females have more than 13 years of schooling.[19] For those that seek employment in the Israeli economy, labour demands are largely within the realm of unskilled or lower skilled employment, further incentivising boys to drop out of school to seek employment.[20]

With the limited capacity of the Palestinian economy to stimulate job creation and the limited opportunities available in the Israeli market, labour force participation is lower in the Jerusalem governorate than the rest of Palestine, at 56.4% for men and 6.7% for women.[21] Despite the growing trend to seek employment as opposed to education, there is still a gap between labour market needs and supply, where the current education system is unable to meet soft and technical skill requirement of employers.[22]

With the limited ability of the Palestinian government to provide much needed services to Palestinians in East Jerusalem, Palestinian civil society organisations and non-governmental organisations have become key actors and service providers, particularly within the realm of social services. Civil society is directly impacted by the changing operational environment, particularly because they are in the position to respond in lieu of a functioning political authority. Where Palestinian institutions and organisations in East Jerusalem face ongoing pressure from Israeli authorities, the capacities of civil society actors to meet the population's immediate needs and long-term socio-cultural development is under strain.

Gaza

In Gaza the ongoing blockade and movement restrictions continue to severely impact socioeconomic conditions for all, where according to the 2020 Humanitarian Needs Overview 1.5 million people were identified as in need of humanitarian assistance – around 80% of the total population.[23] The severe restrictions have put the economy on the brink of collapse. The unemployment rate in Gaza is amongst one of the highest in the world. Over 1 million people living under the poverty line, many of them earning barely enough to retain shelter, clothing and food. Approximately 86% of household income is below $700 per month, where average household debt is around $6,000, a large portion of which are

[18] Ibid.

[19] MAS (2019)

[20] Jerusalem Institute for Policy Research (2017) Polarised labor integration: East Jerusalem Palestinians in the City's Employment Market

[21] MAS (2019)

[22] COOPI (2017) Rapid Needs Assessment for the East Jerusalem Local Market

[23] OCHA (2020) Humanitarian Needs Overview

on account of unpaid electricity and water bills. Less than 14% of households reported having an income that adequately meet their household needs.[24] Average household expenditure is 2885 NIS (838 USD) per month compared to 5938 NIS (1700 USD) in West Bank, where 53.7% of household expenditure is spent on food, housing medical care and education compared to 45% in WB.[25] While changes in labour market earnings resulted in fragile improvements in the West Bank, declining transfers to Gaza (pensions, retirement payments, and domestic remittances) are a key driver of poverty and inequality.[26]

The shrinking economy has resulted in the loss of purchasing power for the Gazan private sector, resulting in wage and job cuts and reduced economic productivity, and a decrease in new company registration. The degenerating economic climate has also led to firms liquidate assets to reduce or deter deficits. Farmers producing for domestic consumption have also faced problems of falling demand and lower prices. This has squeezed earnings, making it hard to cover production costs and to service debt. While the Gazan economy has largely been driven by consumption growth fuelled by transfers and donor assistance to Gaza, in light of the reducing liquidity in the market and risk of economic collapse further investment in Gaza remains a vital need. A UNDP survey from 2018 highlighted that 71% of Gazans feel that the government is not prioritising the Gazan economy, where Gazans felt the most suitable actor responsible for economic planning was the government followed by donors.

The crisis has also resulted in an increase in violence, particularly among men, and gender-based violence in the household in particular; and data show that the situation is getting worse. The growing hopelessness has also resulted in increasing protests along the barrier with Israel, resulting in growing injuries and deaths, putting a critical strain on health services. During the Great March of Return, more than 30,000 Gazans were injured, where many of those affected by gunshot wounds have been let with a permanent disability. Already the number of people with disabilities is higher than in the West Bank where 7% of the population have a disability, putting an additional burden on households with persons with disabilities.[27]

Energy in Gaza is a critical bottleneck to delivery of services and economic development. The ongoing electricity crisis is affecting basic services such as health and education, as well as water and sanitation facilities, households and small businesses, where electricity supply is up to 12 hours per day. Recognising the critical development potential of investing in solar energy production in Gaza, recent years has witnessed an increase in donor and private sector interest in solar energy production, where the potential for rooftop solar capacity is around 163 MW.[28] The potential to improve access to WASH services is also high where there are a total of 438 WASH facilities of which 417 have standby power generators to bridge the shortage of power.[29] Additionally, a recent assessment conducted by UNDP, WHO and the Ministry of Health have found that 14 hospitals and 51 primary health care facilities are suitable sites for solar PV system integration. If combined with measures to improve energy efficiency,

[24] UNDP (2018) Gaza survey

[25] PCBS (2018) Main findings of living standards in Palestine (expenditure, consumption and poverty) 2017

[26] World Bank (2018) West Bank and Gaza Poverty and Shared Prosperity Diagnostic 2011-2017

[27] UKaid (2019) Disability in Gaza: policy, barriers to inclusion and mapping of interventions

[28] World Bank (2017) Securing energy for development in the West Bank and Gaza

[29] Oxfam (2019) Renewable Energy Sources in Gaza's WASH sector for Public and Private WASH facilities

the expected yield in annual savings could reach $2.1 million for hospitals and $514,000 for primary health care facilities. [30]

With the growing potential of solar energy production, now there are more than 40 suppliers are working in the solar technology sector including several workshops specialised in repair and maintenance of PV systems.[31] However, those in the sector have reported that the technical capacity of local suppliers is still limited and capacity building is required to improve the relevant labour skills in the market.[32] With increasing investments, there is a potential to link ongoing and future solar energy investments with improving the solar energy value chain in support of the local economy, and skilled job creation.

Another potential growth sector in Gaza has been to support the development of the digital economy, from online freelancing to digital services and e-commerce, where restrictions on movement of people and goods are less severe. Currently there are around 1000 establishments in the ICT sector, employing 158,573 persons;[33] over 1000 Palestinian e-commerce pages operated on social media platforms, a high percentage of which in Gaza;[34] and more than 5000 Palestinian freelancers, including programmers, designers, accountants, and engineers, in the West Bank in Gaza registered on two popular global freelancing platforms. Where Palestine is witnessing a growth in consumer purchases online, local vendors have also become more aware of the potential of e-commerce to facilitate business growth. Many have recruited technical experts to help establish their online presence. In 2019 Palestinian e-commerce businesses processed between 20-40 thousand deliveries and spent on average $5000-10,000 on digital marketing.[35] Where 13.8% of household expenditure in Gaza was spent on household supplies, clothing, footwear, recreation and personal care, and 51% of households have access to the internet, approximately $21 million can be captured by e-commerce businesses.[36]

Yet skills gap in the digital economy are still present, particularly in digital marketing, search engine optimisation, business skills and specialised technical skills, and awareness is still not widespread. Owing to the reduced barriers to freelancing opportunities, it is a potential entry point to support economic opportunities for female graduates in Gaza.

Area C and peri-urban and rural areas in the West Bank

Area C spans over 60% of the West Bank, falling under Israeli civil and military administration. Encompassing prime agricultural lands, pasturelands, water resources, natural minerals and natural beauty key, Area C is crucial for the geographic, socio-economic and spatial integrity as well as the potential development of the State of Palestine. Moreover, Area C is the underlying frame of territorial contiguity in the West Bank on which most large-scale and nation-wide infrastructure depends, and without which a Palestinian State cannot materialize as a tangible entity. Since the Oslo Accords, the number of Israeli settlers has doubled to more than half a million, where more than 68% of Area C,

[30] UNDP, WHO and MoH (2019) Solar electrification of the health system in the Gaza Strip

[31] Oxfam (2019) Renewable Energy Sources in Gaza's WASH sector for Public and Private WASH facilities

[32] DCA/NCA (2018) Private sector engagement analysis in electricity/solar energy, and youth job opportunities

[33] PCBS (2019) On the eve of World Telecommunication and Information Society Day

[34] 7amleh (2020) Access denied – E-commerce in Palestine

[35] Ibid.

[36] Ibid.

including areas with the greatest economic value, fall within Israeli settlements, cultivated lands, restricted military zones, and Israeli nature reserves. The separation wall annexes an additional 10% of the West Bank, including valuable agricultural land and access to some of the richest water resources. Out of the remaining lands in Area C, the Israeli authorities generally allow Palestinian construction within the strict boundaries of Israeli-approved plans. These plans cover only 1% of Area C – and most of it is already built-up – and thus leave no room for community growth and expansion. As such access to affordable and quality healthcare, housing, education, and electricity, and WASH services are highly limited, therefore impacting all areas of life.

Israeli restrictions further impede business both directly and indirectly, increasing transaction costs and limiting access to resources. Israeli policies increase the cost of doing business, which stifles competition with Israeli and international companies, making it difficult for business to thrive. These restrictions have particularly affected the ability for manufacturing and agricultural sectors to develop, where rather since Oslo these sectors have been eroded, where agricultural activities represented 7.4% of GDP in 2018 and manufacturing represented 11.5% of GDP.[37] Where many communities in and around Area C are farming and/or herding communities, the restrictions on Area C have severely impacted the resilience of these communities. Almost half a million dunums of land suitable for agriculture in Area C is not being cultivated owing to restrictions, where irrigating the available arable lands would increase production by over USD 1 billion.[38] The lost potential also extends to expanding tourism in Palestine, where many sites are located in rural areas and the natural beauty of the different regional environments could be a potential site for expanding alternative tourism activities.

For nearly 300,000 residents in over 500 communities, community livelihoods and economic opportunities are deeply affected by the lack of infrastructure for the delivery of basic and public services. Around 44% of Area C communities are Bedouin communities.[39] More than half of the Palestinian communities in Area C have significant difficulties accessing primary and emergency health services; women, children, the elderly and persons with disabilities are disproportionately affected. Many children living in these communities must commute long distances to different communities to access education. Access to water is also limited by the high costs of purchasing tanks of water ranging from 15 NIS per litre to over 25 NIS per litre.[40] Average domestic water consumption is between 32 and 52 litres per capita per day.[41] Less than half of these communities are connected to an electricity grid, and approximately 70% of communities located entirely or mostly in Area C are not connected to water and sanitation systems.[42] Unemployment is higher, where labour force falls into four main areas, livestock, crop farming, working in Israeli settlements and working in the public sector.[43]

Where local government units (LGUs) are the primary service providers, including basic services such as water and electricity (if any), lighting and road construction, remote and marginalised LGUs in the West Bank perform significantly worse than those closer to urban centres. Economic activity and fiscal capacity tend to be concentrated in urban centres, where smaller and rural LGUs suffer from additional layers of marginalisation associated with movement restrictions.[44] As a result, smaller LGUs face a variety

[37] PCBS (2019) National Accounts at current and constant prices 2004-2018

[38] World Bank (2014) Area C and the future of the Palestinian economy

[39] ARIJ (2016) Opportunities and Challenges of Palestinian Development actions in Area C

[40] OCHA (2013) Area C community vulnerability profiles

[41] UNDP (2013) Assessment of the current situation and of development priorities in 100 communities in Area C

[42] OCHA (2013) Area C community vulnerability profiles

[43] ARIJ (2016) Opportunities and Challenges of Palestinian Development actions in Area C

[44] World Bank (2017) The performance of Palestinian Local Governments

of financial difficulties in the absence of adequate self-financing projects and limited knowledge of the plans and priorities of the Ministry of Local Government or donors. Additionally, for those that provide basic services, revenue collection is often low in the absence of water or electric meters and systems to monitor consumption and payments. Therefore, public satisfaction of LGU performance in Area C is very low compared to LGUs where built up lands do not fall in Area C. The limited funding means that these marginalised LGUs do not provide other social services, awareness raising activities, cultural or social events to support community life.

As a result of the above challenges, humanitarian and development actors and non-governmental organisations play a major role in providing inputs to support community residential and economic needs. However, gaps still exist in terms of enabling more productive economic activities to take place and in the governance of Area C through linking communities to more centralised planning mechanisms. Where some communities have received several rounds of assistance, some humanitarian actors have looked towards development actors to strengthen local governance capacities, coordinated service provision, social safety nets and livelihoods programming. Additional work is required to enhance the responsiveness of government and other service providers to meet community's needs while also creating an enabling environment for more diversified economic activities to form.

Building on the Community Resilience and Development Programme 2012-2019

Building on UNDP/PAPP's Community Resilience and Development Programme (CRDP), the proposed multisector programme aims to scale up joined-up humanitarian and development actions, including Gaza into the target group, while also enhancing humanitarian-development partnerships through multi-stakeholder engagement and appropriate policy directions.

Through this approach the proposed programme will continue developing the transformative resilience approach, through addressing the multidimensional needs of vulnerable households, communities and institutions on account of the protracted conflict that span across the humanitarian-development spectrum. As such, furthering the transformative resilience approach through this programme entails operationalizing the humanitarian-development (H-D) nexus on the ground through comprehensive and targeted interventions. This means transcending beyond household and community level interventions that aim to improve coping mechanisms, where in principle humanitarian interventions lie, towards delivering transformative outcomes to improve the developmental conditions in ongoing vulnerability.

Whilst CRDP applied a pragmatic interpretation of what can reasonably be achieved in Area C and East Jerusalem, it was also expected that the dimensions and focus would be reviewed considering contextual changes. Through the PMO and UNDP's joint experience under CRDP, several implementation approaches and methodologies were tested over its lifetime, including call for proposals, community driven cluster approach and articulation of national priorities and engagement with line ministries, guided by external evaluation recommendations, programme staff and the programme review board. Building on our collective experience testing different implementation approaches to strengthen resilience, the current programme is designed to strengthen collaboration amongst different partners in line with meeting national priorities, linking short-term impacts with longer-term goals and advancing programmatic goals of operationalising government strategies, reducing development gaps and improving the enabling environment to promote Palestinian self-sufficiency and identity.

Based on PMO and UNDP experience with CRDP and other programmes the following analysis of implementation approaches was made:

	Advantages	**Disadvantages**	**Successes**	**Potential Risks**
Call for proposals	-Strengthen local implementing partners -Meeting needs of specific communities -Potential for non-traditional activities to be proposed	-Difficult to have a comprehensive approach -Difficult to have a wider set of partners, including those not traditionally engaged in development (e.g. private sector) -Only those organisations with vast experience with calls for proposals tend to succeed		-Programme strategy guided by implementing partners -Funding the same types of activities year after year -Risk of being ad-hoc -Programme is viewed solely as a grant mechanism
Community driven cluster approach	-Enables a comprehensive intervention approach in a targeted locale -Strengthen the capacity of LGUs and linking them together to enhance service delivery	-Difficult to translate into a national programme	-Mainstreamed cluster approaches in government priorities and in local governance mechanisms -MoLG and MDLF leading in local economic development and cluster approaches in West Bank and Gaza	-LGUs with higher capacities may dictate terms of inclusion for LGUs with lower capacities
Articulation of national priorities and engagement with line ministries/local stakeholders	-Clearly aligned with national priorities -Strengthens capacity of ministries in service delivery		-Ministries are able to undertake certain activities to improve service delivery for Area C	

The conclusions were as followed:

- Relying on project and activity articulations by implementing partners can hinder the delivery of a comprehensive programmatic strategy, also creating a gap between the programme and the community and limited opportunities for community feedback and input at the programme level
- Owing to the shrinking space for civil society actors and Palestinian NGOs, and declining funding, ensuring a fair chance for different actors to engage is a must, including supporting the capacity of smaller or less formalised civil society actors, such as community-based organisations

- In the long-term we are not reaching desired impact working with the same set of implementing partners and we receive the same proposals and activity suggestions despite the changing context
- In some cases, ministries are able to implement certain activities, where such capacities should be supported and expanded where possible

These conclusions also tie into some of the recommendations highlighted by the final evaluation of CRDP conducted in March 2020, as follows:

- **Enhanced internal oversight within the program:** it is essential that there is a functioning Steering committee constituting the governance of the program in order to ensure alignment of programming with the PA's national priorities, with increased active participation by PA governmental institutions; particularly, the PMO, and the addition of subject matter experts as needed in order to develop a clear framework of priorities and suggested interventions.

- **Multi stakeholder Involvement:** it is essential that humanitarian actors and development actors work together, as well as invest in strengthening Palestinian institutions and civil society actors and organizations to further the efforts being made build resilience. Donors must work to increase the available resources and help to nurture an environment of collaboration rather than competition among those they are funding and advocate on behalf of vulnerable Palestinians. Coordination across UN bodies and stakeholders is essential for resilience focused programming.
- **Further strategic investment in local institutions**: The investment in civil society actors and local governorates was very impactful in the previous phases of this program. This should be enhanced further in order to ensure that the network of actors is well resourced, and their capacity developed. In East Jerusalem it would be important to continue to promote programming that empowers civil society organizations to provide needed services, and also prevent their being pushed out of the city.

- **Innovative MEAL:** The knowledge management and MEAL processes need to be more innovative and dynamic in order to fully capture and track the impact of this innovative program model. As the programming is flexible and incorporates a learning model, it is particularly important that the approach to MEAL set up in a way that allows for a great deal of qualitative data collection and analysis. Clear communication and deep analysis must accompany the innovative programming design of the CRPD.

- **Enhanced initial Assessment and analysis in terms of Learning:** The theory of change must be connected and informed by the PA's national strategy and developed with a clear end goal in mind. This goal then needs to be broken down into program focus areas that are aligned with the opportunity to approach the challenges facing Palestinians in Area C and East Jerusalem with development support rather than short-term humanitarian assistance. In the future this early success could be enhanced by more in-depth analysis, needs assessments and the support of a team of external experts.

As appropriate the proposed programme is an evolution from the CRDP to reflect and generate opportunities and realities on the ground through building national capacities through targeted socio-economic interventions operationalising governmental strategies in Area C, East Jerusalem and Gaza. As per key recommendations and findings from CRDP, the Palestinian government's strategic directions are the main point of reference for decision-making in the proposed programme through the leadership of the Prime Minister's Office. In light of this, capacity building activities will remain a core objective of the programme through its intervention approach and via supporting the coordination, strategic decision-making and knowledge building around resilience interventions in Area C, East Jerusalem and Gaza. The programme will continue to support the government with technical support and guidance at the operational level.

In addition, as highlighted, CRDP's investment in civil society actors and local institutions was very impactful in the previous phases of the program. As such, these elements and approaches should be continued and enhanced further to ensure that the network of local actors is well resourced, and their capacities strengthened.

II. PROGRAMME STRATEGY

The rationale of the programme is that in the deployment of developmental assistance and humanitarian relief there needs to be better coordination in line with the Palestinian governmental strategies alongside in consultation with key vulnerable communities to support community engagement and development in a comprehensive manner. Recognising that development gaps are growing across Palestine, where communities in East Jerusalem, Area C and Gaza are falling behind owing to structural constraints to development, this programme represents one of the Palestinian government's mechanisms to address the following priorities in the targeted areas to strengthen Palestinian resilience in line with the two state solution:

Enhancing government's leadership in sustainable development for East Jerusalem, Area C and Gaza: On the ground interventions should complement collective strategic policy dialogue, including highlighting the potentials for developmental impact in these areas. Through consultations with the government and stakeholders, the programme recognizes these areas for their particular contextual needs, while also working at a national level to facilitate inclusion of these vulnerable areas and communities into the national Palestinian governmental vison. This will be achieved through supporting the operationalization of governmental strategies and priorities in these areas to facilitate inclusion and reduce growing inequality and developmental gaps in Palestine. The focus of this programme will therefore be on the collective level, rather than the community level, meaning targeted areas will not be targeted in isolation, but rather through highlighting their essential need and potential towards the State of Palestine.

As such, supporting the government's leadership and capacity in setting the key developmental priorities in East Jerusalem, Area C and Gaza are at the centre of the proposed programme. Through this joint PMO-UNDP programme, the goal is to undertake a multi-sectoral and multi-stakeholder approach to tackling pressing developmental challenges in East Jerusalem, Gaza and Area C under a comprehensive national programme.

Moving beyond relief to building the blocks to self-reliance: Despite the numerous structural constraints to Palestinian development, this programme aims to build Palestinian local-national capacities to support self-reliance in line with the two-state solution. This entails reducing socio-economic gaps, enhancing inclusion of vulnerable areas and facilitating an enabling environment for improved service delivery and new markets to emerge. Recognising that:

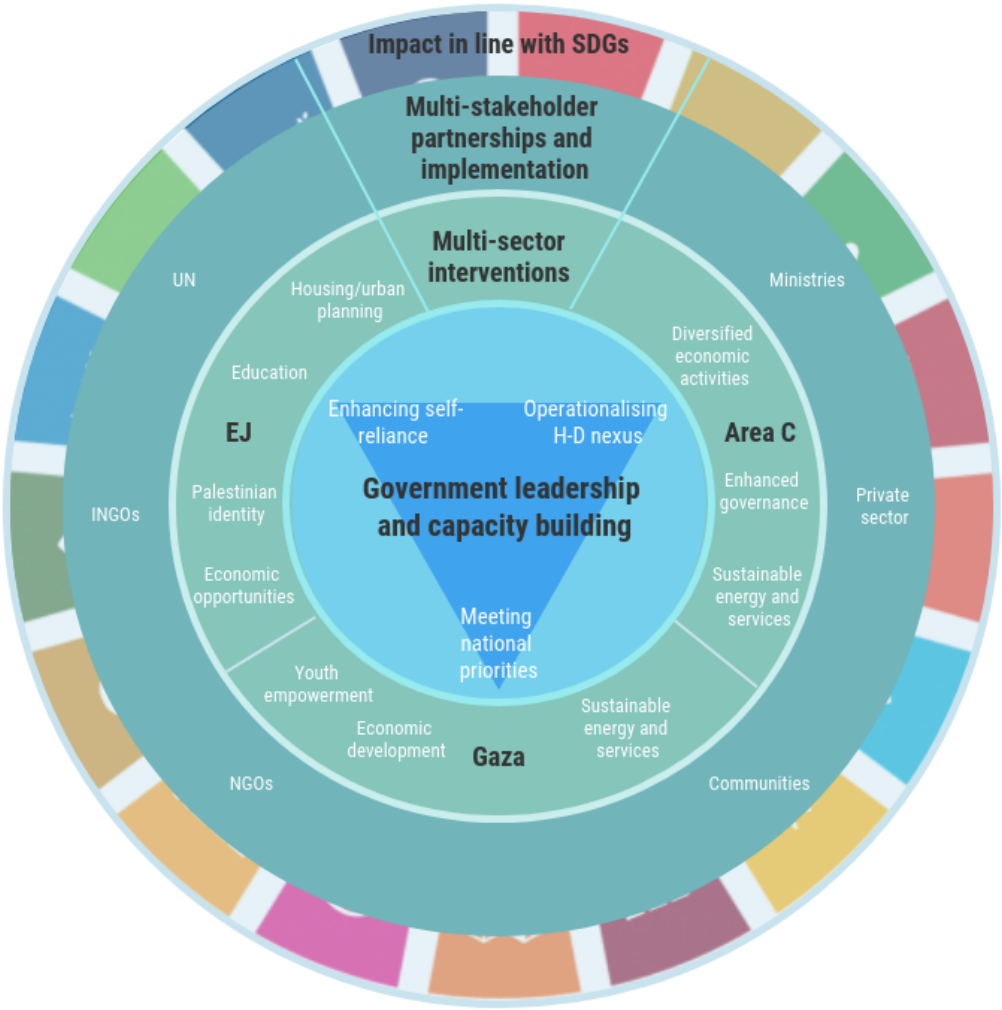
- Resilience-building requires a systems approach based on the understanding that many adverse events are occurring across national, subnational and local scales, with knock-on effects among interconnected social, governance, ecological and physical systems;
- There are different humanitarian and developmental needs that are shaped by locational drivers of vulnerability (Area C, Seam Zones, H2, East Jerusalem and Gaza);
- Part of this vulnerability is on account of the lack of government reach and the limited institutional support mechanisms for Palestinian development in these areas;

Interventions in these areas must be multisectoral to address complex challenges and overlapping needs associated, and work both horizontally and vertically to strengthen the transformative capacities of interconnected systems from households to institutional levels.

Where women tend to experience higher socio-economic vulnerability - due in particular to their limited integration in the labour market and limited access to productive assets and resources – interventions towards resilience-building must adopt a gender-responsive approach and recognize the importance of supporting women to overcome livelihood barriers and produce a more equitable flow of financial and non-financial opportunities and benefits, based on their own needs.

Operationalising the H-D-P nexus: Owing to protracted conflict and occupation, both humanitarian and development needs exist simultaneously and in tandem in Palestine. The resilience framework therefore encourages two-way communication between both humanitarian and development assistance where moving between relief, rehabilitation and development may not occur in a linear manner. The implementation approaches in each target area will include linkages between humanitarian interventions and developmental impacts to strengthen the coherence of short-term results in line with longer-term impact. In recognition that this approach reaches beyond the interventions of one programme initiative, the transformative resilience approach entails cooperation, collaboration, and communication across H-D actors. By working on both levels of humanitarian assistance and development, a long-term and achievable strategy can be shaped to help prepare people and institutions against on-going shocks and crisis as well as restore capacities where they have been lost and adapting and evolving systems. Efforts to build synergies, coordination and complementarity between humanitarian assistance and development interventions, must also be coupled with advocacy to effect political change – including calling for a fair peace and two-state solution, an end to the occupation and to the siege of Gaza, and the respect of international law and human rights principles. Where the political dimension must be taken into account when linking humanitarian and development efforts in Palestine, the responsibility for strengthening political advocacy and pushing the political agenda for peace rests primarily with the individual donors as well as international and national partners, including the UN.

Figure 1 Transformative Resilience Approach



Programme inception phase (6 months)

Where the resilience programme has a wide-reaching scope and vision, the inception phase will prove to be a valuable learning period to further consolidate and solidify the implementation approach and theory of change, including objectives and outputs through collaboration with stakeholders. As such the overall objective and purpose for the inception period is:

- To test and finetune the implementation approach and programme strategy to solidify stakeholder understanding, agreement and ownership of the programme vision throughout the process

This phase will provide additional clarity on the programme, including revision of the programme document to account for changes that may have occurred since its preparation, and result in a steering committee meeting to approve the deliverables including a detailed annual workplan and budget. During the inception phase the M&E framework will be finalised with the support of an external expert, including relevant data collection and analysis capacity building support for the government to enhance disaggregated data collection. The inception phase will enable partners and stakeholders to fully understand and internalize the concept of the programme, discuss and agree on roles, functions and responsibilities within the identified decision-makings structures, including communication and reporting channels, and conflict resolution mechanisms.

Inception period deliverables

- Establish Programme Management Unit
- Operationalise institutional arrangements
- Review of key elements of the programme document, including the programme strategy and M&E review and planning, and highlighting clear criteria for activity identification by SC
- Stakeholder engagement and partnership building, including communication and stakeholder engagement plan
- Detailed workplan and budget, especially for the first years' work
- Selected activities started in implementation

The desired outcome of this programme is:

> *Palestinians in East Jerusalem, Gaza and Area C have improved resilience through reduced development gaps and enhanced access to sustainable and quality services and economic opportunities in the targeted areas*

This joint programme will contribute to building the resilience of the Palestinian people, particularly affected by geographical drivers of vulnerability, and hence aims to reduce developmental gaps and improve the socio-economic conditions of Area C, East Jerusalem and Gaza towards national sustainable development. Where resilience here looks at enhancing self-sufficiency of the Palestinian people and Palestinian identity at the collective level in line with the two-state solution, this entails enhancing the relevance and capacities of Palestinian institutions and markets to meet household and community needs in these vulnerable areas. In line with the principles of transformative resilience and ongoing strategic policy dialogue with donors, the government and UNCT, this programme aims:

- To improve delivery and access to services and economic opportunities for vulnerable groups in Area C, East Jerusalem and Gaza, particularly women and youth
- To enhance political, cultural, economic and social cohesion and improve inclusion of most vulnerable groups, particularly women and youth
- To support institutional and behavioural changes towards improving the enabling environment to reduce socioeconomic inequalities, including gender inequality

Owing to the specific contextual environment and needs associated with East Jerusalem, Gaza and Area C, the outputs are as follows:

- Output 1: Access to sustainable and resilient livelihoods in East Jerusalem improvedthrough diversified economic activities, youth and women empowerment, facilitated access to service delivery and enhanced institutional support to foster social cohesion and Palestinian identity
- Output 2: Vulnerability of communities reduced in Gaza through investment in sustainable solutions for employment, youth and women empowerment, and transition to renewable energy
- Output 3: Increased access to land and cluster-based economic activities and improved service delivery, particularly for women and youth, with a focus on marginalised communities and neglected areas in and around Area C
- Output 4: Improved leadership and capacity of the Prime Minister's Office in coordination, policy and planning functions integrating socioeconomic recovery responses and the Prime Minister's cluster development approach with improved government-to-government services

The areas of intervention identified under each output are based on potential entry points of linking meeting short term needs with longer term developemntal impacts in allignment with national priorities and strageties, and areas where clear development gaps exist. The specific activities under this programme will be decided upon by the steering committee with the support of the expert advisory groups and Programme Management Unit (See governance section).

Output 1: Access to sustainable and resilient livelihoods in East Jerusalem improved through diversified economic activities, youth and women empowerment, facilitated access to service delivery and enhanced institutional support to foster social cohesion and Palestinian identity

The following areas have been highlighted based on the potential for collaborative solutions to emerge through targeting the root challenges of Palestinian development in East Jerusalem (see context section on East Jerusalem). Looking at the full cycle from housing and urban planning, schools and education, and jobs and economy, activities under this output will strengthen developmental impacts and sustainable livelihoods through linking access to affordable housing, access to quality education and education-to-work transitions. Simultaneously capacity building for Palestinian non-governmental organisations that provide much needed service provision aims to enhance the institutional support mechanisms to improve service delivery and Palestinian identity in the city.

Figure 2 Areas of intervention East Jerusalem



Indicative activities:

- Improving comprehensive urban planning and urban development in East Jerusalem across the value chain from identifying land, zoning and planning, to financing and management
    - Ensure regular monitoring and updating of the socioeconomic situation in East Jerusalem against key urban indicators to facilitate strategic decision-making
    - Support community mobilisation, participation and initiatives to strengthen inclusion and ownership of the community in fostering sustainable and inclusive development across East Jerusalem
    - Work with banking and financing institutions, public and private sector to develop financial solutions to facilitate access to finance for affordable housing, social infrastructure and commercial development
    - Establish effective means of social participation in urban planning through improving community mobilisation and awareness
    - Identify potential sites for development within the existing Israeli zoning, planning and permiting regulation (e.g. Tama 38 and areas where additional floors can be built along the light rail) and facilitate construction and building of residential units, housing projects and public infrastructure - including greenspaces, urban parks and children playgrounds
    - Develop and test models to decrease supply and demand side costs associated with access to housing for lower income households, such as supporting housing cooperatives/purchase groups, rent to own housing, rental assistance amongst others
- Supporting a competitive and inclusive labour market and local economy, targeting youth and women
    - Facilitate the development of employment programs to reduce the gap between labour supply and demands

  - Develop different potential models to attract and incentivise talented youth to invest their labour, skills and knowledge in East Jerusalem
  - Support tailored TVET programs to strengthen the link between education and employability
  - Facilitate access to finance and business development services for small or medium enterprises and entrepreneurs
  - Support Jerusalem merchants and crafts to reach new markets
  - Improve and diversify commercial activities and supply

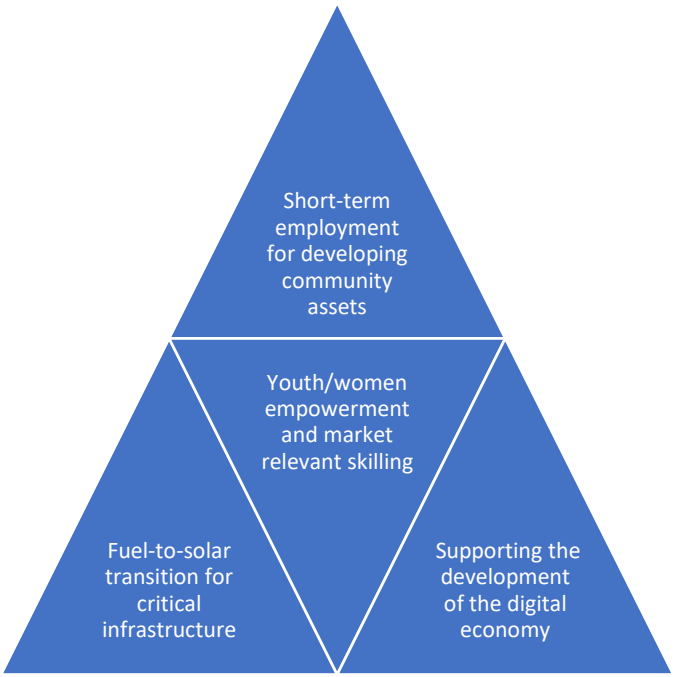
- Improving supply and access to various quality services from Palestinian institutions and organisations
  - Facilitate partnership building amongst diverse actors, including private sector, civil society, academic institutions and communities in East Jerusalem
  - Enhance community awareness of EJ community-based and civil society organisations and the services they provide
  - Raise efficiency, competence and capacity of community-based and civil society organisations to provide quality tailored services
  - Improve pedagogical skills and tailored curriculum development in EJ schools to meet current market needs
  - Support educational institutions to provide comprehensive quality education through creating a safe and nurturing environment
  - Improving access of lower to low income households to early childhood centers and kindergartens or other early childhood development activities
  - Identify key gaps in the provision of services and conduct assessments and feasibility studies to test different solutions

Output 2: Vulnerability of communities reduced in Gaza through investment in sustainable solutions for employment, youth and women empowerment, and transition to renewable energy

Where life for all is characterized by vulnerability (see context section on Gaza), ensuring cash flows are somewhat constant to deter a complete economic collapse is vital, while also providing much needed employment. Building on these experiences, as highlighted during stakeholder consultations, the focus of this programme is to link short term interventions with longer term impacts and development outcomes. Within this context, continued measures are required to ensure families have cash to purchase daily necessities, and critical basic services are not interrupted in the areas of health, education, water and sanitation. As such here, the proposed methodology is to support job creation through creating and maintaining community assets. This will be done through supporting labour intensive approaches and building on community assets in delivering community investments in line with their needs and priorities.

At the same time, medium to longer-term measures are necessary to ensure there is a path to recovery and beyond. This includes investment in potential growth sectors including the digital economy and solar energy. In doing so, support to Gazan's youth must go beyond traditional education to fill technical skills-gaps and civic leadership skills. Moreover, with the continuing energy crisis in Gaza, significant efforts must be made to shift from reliance on fuel-run generators to solar systems that are clean, renewable and reliable to strengthen sustainability of critical services.

Figure 3 Areas of intervention in Gaza



Indicative activities:

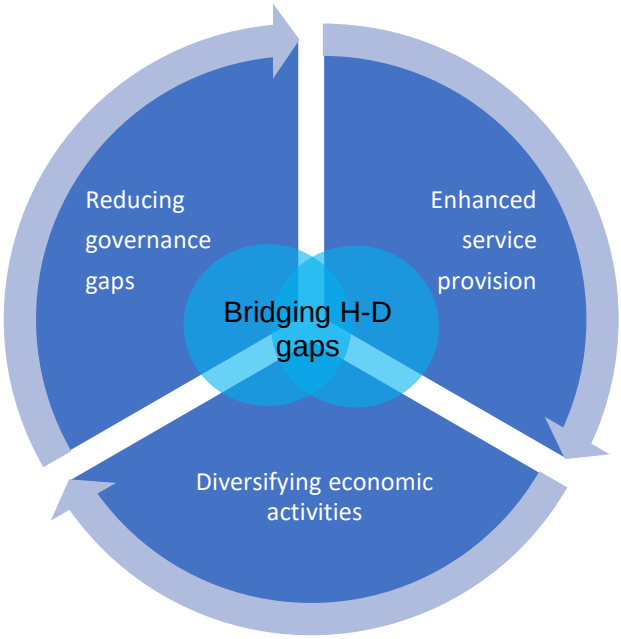
- Linking short-term dignified jobs to community resilience and sustainable development, particularly for youth, women and persons with disabilities
    - Identify community needs and priorities for community assets, and call for community based solutions
    - Promote greater access of Gazans to short-term dignified job opportunities in private and public sectors (focusing on areas that have critical gaps in services such as health, education, municipality, etc.) to gain skills and work experience
    - Support labour-intensive construction, rehabilitation and renovation of priority small to medium scale social and economic infrastructure
- Fostering a new generation of youth to become inspirational leaders for the future, closing the labour skills gaps with supported skills development and SME support in potential growth markets
    - Develop training programmes in key growth sectors, including the digital economy and solar energy, to support leadership, employability and entrepreneurship
    - Facilitate young entrepreneurs to have greater access to medium- and long-term job opportunities (e.g. incubators, start-ups)
    - Improve market relevant education, while ensuring safe and inclusive environments in schools
    - Improve employability of youth through technical and vocational education and training (based on market analysis of growth potential)
    - Provide civic leadership programme for fundamental skills and qualities of civic leadership, Art of Dialogue and Facilitation, mentorship opportunities and community specialisation

  - Connect youth to regional and global markets through e-works (i.e. remote / online networks)
  - Business development support for those engaging in the digital economy
- Promoting the shift from reliance on fuel-run generators to solar systems that are clean and reliable
  - Install solar energy systems in public buildings and facilities such as schools, health clinics and hospitals, water and sanitation facilities
  - Integrate energy effiicency measures in the above facilities
  - Strengthen the capacities of the solar energy system users (e.g. school administration) and service providers in order to ensure continued effective and efficient operation and maintenance
  - Improve awareness of the community (e.g. focus on students and teachers) regarding renewable energy and SDG 7, and the importance of clean energy for environmental sustainability and climate action
  - Promote innovative solutions and methodologies, and support the piloting of solar energy systems and energy efficiency measures

Output 3: Increased access to land and cluster-based economic activities and improved service delivery, particularly women and youth, with a focus on marginalised communities and neglected areas in and around Area C

In Area C, the vulnerability extends beyond the people to the land as well (see context section on Area C). As such interventions should not be limited towards supporting access to opportunities for Area C communities, but also to support access for all Palestinians to opportunities in Area C. In supporting Area C communities achieve longer-term developmental objectives, one of the key focuses will be testing integrated protection and development actions in 'transitioned' communities in Area C. Through consultation with the West Bank Protection Consortium, UNDP and the Consortium identified potential areas where UNDP support and coordination could be invested in to strengthen the humanitarian-development nexus in Area C. These communities become transitioned when their protection vulnerability has decreased and remains low, and priority needs have been met. As such, the following areas of coordination and action were highlighted where UNDP can provide developmental support: 1) Follow up longer-term support to transitioned communities; 2) Interventions to strengthen economic activity and gains of transitioned communities; 3) Supporting transitioned communities from falling through the governance gap.

Figure 4 Areas of intervention Area C



Areas of intervention will also focus on the government's economic development clusters, while prioritising lands on the fringes of Area A and B (in recognition that not all Area C lands hold the same level of risk), and to incentivize CSOs, communities and businesses to make sustainable investments in Area C. Through CRDP, UNDP has tested the cluster-based approach to strengthen Local Economic Development (LED) in and around Area C, to which this programme will build on to support the integration of community needs and representation into governmental priorities in Area C. This includes engaging with ongoing policy level support to the Prime Minister's Office on integrating Area C monitoring and coordination activities into the governmental institutional framework.

Indicative activities are as follows:

- Verifying community economic development and local governance needs in line with the community transition strategy
- Facilitating sustainable economic development, and private sector investment and engagement in around Area C
    - Facilitating access to infrastructure and services to expand economic activities
    - Technical support and business development services tailored for entrepreneurs and SMEs in and around Area C
    - Facilitating SMEs and cooperatives into supply chains of larger businesses (including in industrial parks) and additional value chain integration
    - Support young entrepreneurs through economic empowerment programs and incentivising economic activities outside the major urban centres
    - Enhance women and youth participation in economic development and entrepreneurship initiatives
    - Link economic programs to ongoing governmental efforts to effect social change
    - Supporting private-public partnerships in larger scale tourism initiatives
    - Meet economic needs in line with community transition strategies

- Improving service provision for economic activities and livelihood support while addressing the governance gap
    - Supporting municipalities and village councils to integrate neglected areas and improve the quality of service provision
    - Developing and testing models to reduce costs of service delivery in far to reach areas
    - Connecting communities or improving infrastructure to reliable and clean sources of energy, and water and sanitation
    - Supporting community participatory governance and budgeting for government and partners to respond to community governance and economic needs
    - Clustering LGUs to improve service delivery
    - Supporting the capacity of LGUs and joint service councils to include targeted communities

Output 4: Improved leadership and capacity of the Prime Minister's Office in coordination, policy and planning functions integrating socioeconomic recovery responses and the Prime Minister's cluster development approach with improved government-to-government (G2G) services

As a multisectoral and multistakeholder programme targeting Area C, EJ and Gaza where the particular contexts and needs differ, additional activities are required to support institutionalising this approach within the government and partners, including supporting and enhancing the government's capacity to operationalise COVID-19 response measures in line with the Prime Minsiter's cluster development approach. Here the cross-cutting activities include supporting the PMO's capacity to coordinate programmes and projects in Area C, East Jerusalem and Gaza in line with national strategies and resilience building; enhancing disagregated data collection to support inclusion of these areas into national priorities; and monitoring impact of humanitarian and development actors in these areas. These actions will also strengthen the government's leadership in policy level discussions around the humanitarian-development nexus and resilience building in Palestine, with both external stakeholders and government ministries. Internally, these activities will enable continued integration of vulnerable areas under the purview of different ministries and national coordination mechanisms, including working at different levels of governance from local to national. In supporting the overall transformative resilience approach, technical assistance will be provided to various stakeholders to strengthen their capacities towardssocioeconomic recovery measures in light of COVID-19 linked to longer-term strategies including the Prime Minister's cluster approach. . This includes strengthening the gender responsive planning and budgeting capacities in operationalising government strategies and priorities.

Indicative activities include:

- Technical assistance and guidance for PMO to guide, coordinate, finance and track socioeconomic responses and the PM's cluster development approach
- Facilitating technical coordination actross minsitries to centralise government efforts and strengthen line ministries' capacities to effectively meet emerging needs
- Improving disaggregated data collection and analysis and a monitoring framework with relevant national and international stakeholders
- Supporting government capacity in knowledge production and coordination activities around resilience building and cluster development in Palestine
- Supporting PMO leadership in coordination with external partners

Crosscutting areas

UNDP's Social and Environmental Standards (SES) underpin our commitment to mainstream social and environmental sustainability in our Programmes and Projects to support sustainable development. The objectives of the standards are to:

- Strengthen the social and environmental outcomes of Programmes and Projects
- Avoid adverse impacts to people and the environment
- Minimize, mitigate, and manage adverse impacts where avoidance is not possible
- Strengthen UNDP and partner capacities for managing social and environmental risks
- Ensure full and effective stakeholder engagement, including through a mechanism to respond to complaints from project-affected people

The SES are an integral component of UNDP's quality assurance and risk management approach to programming. This includes the project-level SES screening procedure, whereby the programme management unit will be responsible for ensuring activities selected will be adequately screened for social and environmental risks. Key elements of the SES include the following principles:

- Human rights
- Gender Equality and Women's empowerment
- Environmental sustainability

In line with the standards, the programme, via the project committees (see sustainability section), ensures individuals, peoples, and communities affected by any activities have access to appropriate procedures for hearing and addressing project-related grievances. In doing so UNDP enhances the consistency, transparency and accountability of its decision-making and actions, improves performance, and strengthens achievement of positive development outcomes.

With regards to alignment to principles of gender equality and women's empowerment, during the inception period the programme will be internally reviewed to improve elements of gender equality throughout the programme strategy and activities. In line with UNDP/PAPP's gender strategy, national ownership is a prerequisite for any sustainable change, principles of gender equality will be integrated into capacity building and technical guidance provided for national actors under this programme, including the Prime Minister's Office and local stakeholders.

Whereby the initial activities will be selected based on meeting the recovery needs in light of COVID-19, this programme will benefit from the newly established Socioeconomic Recovery and Response Unit housed at the Prime Minister's Office, including a Gender specialist, to ensure the first year activities meet the specific needs of women and girls, including women-owned businesses, female headed households, female labour, to ensure positive developments in female contribution to economic activity in Palestine is not eroded from the ongoing crisis.

Furthermore, in line with UNDP's principles of environmental sustainability, the programme will ensure that project activities will take the precautionary approach to natural resource conservation and review the project activities to ensure they do not cause negative environmental effects, particularly with regards to infrastructure projects. Already, the programme has integrated elements to facilitate transition towards clean energy and green economies to strengthen the State of Palestine's commitment to the United Nationals Framework Convention on Climate Change (UNFCC).

Alignment with national strategies and priorities

Experience has also shown that achieving meaningful progress in resilience-building requires a harmonized and coherent approach in support of governments' national development priorities. As such throughout the development of the transformative resilience approach and programme, the Prime Minister's Office has been leading in the programme design to feed into national policies and strategies, including national, sectoral and local plans. Additionally, through CRDP, UNDP has been continuously engaged with governmental bodies at the regional and local level including the Area C Coordination Office, which is now a part of the Prime Minister's Office, the Jerusalem Unit, regional planning bodies and local governance units. In Gaza, different programs have also engaged at the local level working with municipalities to develop national capacities.

The programme aims to support the Palestinian government in furthering national priorities and facilitating sustainable development in marginalised areas where the Palestinian government has limited access to, particularly in light of the ongoing socioeconomic impacts of COVID-19 alongside the Prime Minister's cluster development approach. Supporting this lead, this transformative resilience programme will build off previous UNDP and partners' work in Area C, East Jerusalem and Gaza through CRDP and other programmes in line with two state solution and emerging governmental priorities.

The programme aligns with the State of Palestine National Policy Agenda 2017-2022 in accordance with the following national priorities policies and interventions through technical and capacity building to the government and via the programmatic interventions:

Pillar	National Priority	National Policy	Interventions
Government reform	Citizen centered government	Improving services to citizens	Develop and implement a government-wide service improvement strategy with a particular focus on Area C and East Jerusalem
	Effective government	Strengthening accountability and transparency	Strengthen results-based management and integrated planning and budgeting
Sustainable Development	Economic independence	Building Palestine's future economy	Bridge the West Bank-Gaza development gap
		Creating Job opportunities	Deliver job creation programs for graduates
		Improving Palestine's business environment	Support and promote the digital economy Support business start-ups and MSMEs
		Promoting Palestinian industry	Support and protect national products, increase competitiveness and expand import substitution
	Social justice and rule of law	Escaping poverty	Promote social integration by establishing job creation programmes for excluded groups (disabled, youth, women, ex-prisoners)

	Resilient communities	Meeting the basic needs of our communities	Expand community access to clean water and sanitation, reliable energy, affordable and safe housing
		Ensuring a sustainable environment	Increasing energy efficiency and reliance on renewable, clean energy

With the change in government in 2019, additional government priorities emerged through the Prime Minister's economic clustering approach to support economic development in the West Bank. Taking economic development as the major priority, Prime Minister Shtayyeh has stressed the importance of building regional economic clusters in the West Bank tailored to comparative advantages of the region, which the programme activities in Area C will aim to support. This programme additionally represents one of the government's mechanisms to contribute to further the Palestinian government's priorities in the targeted areas, where the intervention areas in East Jerusalem represent 3 of the 4 governmental priorities for the Prime Minister's capital cluster strategy in Jerusalem.

With the ongoing review and updating of the NPA and sectoral strategies, the programme will remain flexible to the emerging collective priorities regarding Area C, East Jerusalem and Gaza, and related sectoral priorities, as set by the government. The alignment to government priorities and strategies will be finetuned during the inception phase of the programme, where the government's mid-term review will be completed in the first half of 2020.

Alignment UN and global priorities

Through existing planning tools and processes of the UN, including the UN New Ways of Working and the UN Development Assistance Framework (UNDAF), this programme not only entails programmatic areas on the ground to strengthen resilience, but also aims to strengthen governmental, UN and other local and international stakeholders' efforts in further developing a shared understanding of transformative resilience at the policy level. The New Way of Working aims to bridge the humanitarian, development and peace and security divide, and involves working over multiple years, based on the comparative advantage of a diverse range of actors towards collective outcomes. It requires fundamental changes to the way governments, humanitarian and development organizations work including better align development and humanitarian funding to enable layering and sequencing of short, medium and long term programme interventions. Wherever possible, those efforts should reinforce and strengthen the capacities and mechanisms that already exist at national and local levels. As such, this will be achieved through supporting the government in leading in joint coordination, strategic planning and knowledge production.

Additionally, the programme aligns with ongoing SDG acceleration efforts in country alongside the UNDAF through engagement in the related coordination mechanisms including SDG taskforce and the UNCT. More specifically the programme will engage at the coordination level of the SDG Accelerators to support the government integration and acceleration of the SDGs, where the UN and PMO are currently setting up a structure to identify PA and UN coordinators around each accelerator to mobilise the related SDG taskforces.

The main SDG accelerators this programme will support are:

1. Inclusive and dynamic business environment; (SDGs 8, 9 and 5)
2. Sustainable access to energy, water and sanitation (SDGs 3, 6 and 7)

The programme will also monitor the programmes contribution to the UNDAF and engage related UN agencies around specific areas to which the programme will catalyse impact (See Annex 2).

III. IMPLEMENTATION APPROACH AND PARTNERSHIPS

Based on lessons learned from CRDP supported by key external evaluations and stakeholder consultations, key areas for opportunities to improve the programme intervention approach were identified, including:

- Enhancing community engagement
- Working through diverse partnerships to manage varying capacity of partners and shrinking space/capacity
- Linking with policy dialogue towards changing the narrative of these areas to highlight their developmental potentials
- Strengthening disaggregated data collection and MEAL to enhance government oversight and programmatic strategies



Owing to the differing socio-political contexts in East Jerusalem, Gaza and Area C, the strategy for community engagement and partnerships will slightly differ across the three areas, where the PMO will lead in linking with policy dialogue and enhancing disaggregated data collection and MEAL with the support of UNDP. As in previous programmes UNDP will play the role of the convener and facilitator of linkages between partners and the government, including bringing diverse actors to the table to meet programme objectives.

These key principles will be integrated into the implementation mechanism at different levels from planning to implementation. Learning from previous implementation mechanisms and through the programme's strategic vision of operationalising governmental strategies in EJ, Gaza and Area C and strengthening Palestinian self-sufficiency, the programme activities will be decided and finalised by the Steering Committee. Rather than a call for proposals, expressions of interest will be sought for actors to implement the activities already identified to ensure the relevant coordination takes place and implementation meets the programme objectives and governmental priorities. All actors including governmental bodies, NGOs, private sector, communities, and UN agencies will be eligible to submit expressions of interest.

The programme will thus ensure that the PMO leads in coordination, joint planning and implementation, where other stakeholders assist in political leverage functions in an integrated manner. Through such an approach this programme represents one of the mechanisms for the Palestinian government to strengthen the operationalisation of the government's economic cluster priorities in the target areas and strengthen government engagement in these areas in line with the two-state solution.



Mechanisms to support, advise and guide decision-making by Steering Committee

Throughout the programme design, continuous consultations and collaborative brainstorming have fed into the prioritisation of key areas of intervention identified in the programme strategy. Guided by these developments, the programme will bring together expert advisory groups that bring either relevant technical expertise or community expertise around the intervention areas. These expert advisory groups will guide the decision-making of the Steering Committee including advising on feasibility of activities, highlighting key bottlenecks in the development of different sectors and potential solutions (see programme management section for full description). Additionally, through the activities of the Programme Management Staff and associated UNDP and PMO staff, the steering committee will also be informed by consultations with ministries, LGUs, non-governmental organisations, donors, community actors and private sector. Through the PMO's leadership in coordinating activities, the activities will be articulated following coordination with humanitarian actors via the HRP, humanitarian clusters, ECHO and West Bank Protection Consortium, and other resilience programmes and programmes targeting Area C, EJ and Gaza in country. Currently an external assessment is underway including consultations with relevant stakeholders around resilience in Area C and East Jerusalem and conducting community assessments to inform the methodologies and way forward for Area C and East Jerusalem.

Coordination and alignment with future and ongoing humanitarian and development interventions

The Programme staff alongside the PMO and UNDP, will work towards strengthening joined-up analysis and programming between different partner interventions, particularly with those undertaken through the Humanitarian Response Plan and by humanitarian actors. Through the PMO's leadership and responsibility for coordination, the programme will engage in different coordination mechanisms including the Humanitarian Working Groups and LACs to strengthen synergies and seek potential partnerships. A certain focus will be placed on establishing linkages with other areas of resilience programming in country, complimenting ongoing interventions in the targeted areas, including disaster risk reduction, food security and legal support. In Area C, a framework for coordination between the West Bank Protection Consortium and UNDP will be established to ensure adequate engagement between the two partners in line with the necessary support for the 'transitioned' communities identified by the West Bank Protection Consortium.

During the inception of the programme a mapping of actors in the relevant fields of intervention will be undertaken to highlight where partnerships should be made to support the quality interventions and transformative impacts.

Partnerships

The present programme aims to build diverse partnerships between the State of Palestine, donors, the UN and a wide array of stakeholders to pursue transformative resilience goals in Area C, East Jerusalem and Gaza. This multi-stakeholder partnership will enable:

- Strengthened coordination and synergies with national developmental priorities, sectoral strategies and local stakeholders
- Integrated planning, implementation, learning and advocacy for sound and sustainable interventions
- Engagement of local actors, including communities, in the programme implementation and decision-making structure

The programme will be implemented with relevant partners, depending on the type of intervention considered and the capacity, outreach and expertise required. UNDP will play the role of the convener and facilitator of partnerships and synergies with relevant national and international stakeholders, including community representatives. In addition, the programme is designed to allow for synergies with the development and humanitarian spheres, to complement their geographical outreach and their substantial coverage. The following partnerships have been or will be sought out.

National and local government: As a joint programme, the Prime Minister's Office (PMO) will lead in the setting of programmatic and policy priorities in the programme. The different ministries will be engaged directly through engagement in implementation or indirectly through coordination mechanisms. Key ministry leads in the programme to support the programme expert advisory groups will be decided upon by the PMO. Local government actors, including municipalities and village councils will be engaged to support local economic development activities and facilitating service provision, either directly or through the representation of the Association of Palestinian Local Authorities (APLA). Where supporting the PMO's capacity to deliver effective G2G services is one component of the programme, the programme will seek regional and international cooperation through G2G exchanges to provide additional learning opportunities and best practices from other governments around the region/world.

Private sector: Partnerships with key private sector actors and financial institutions aim to support the economic revitalization activities, particularly regarding improving markets, job opportunities and access to sustainable finance. Where relevant, potential activities of the programme will look at possible investments to unlock private capital to increase access to finance for the targeted areas. The programme will also create links with private sector representative bodies, including relevant chambers of commerce and workers unions, particularly as these actors have taken a leading role to support their constitutive bases during the current crises, and owing to their scope and networks.

Civil society and community based organizations: Civil society and community based organizations in the West Bank, East Jerusalem and Gaza will be engaged at different levels of partnerships from implementation to governance. Through diverse partnerships the programme aims to support capacity building of local partners, manage their varying capacities, and providing the space for these organizations to continue their vital work and presence in the communities. The Palestinian NGO Network will be a key actor in this process, while also ensuring community based organizations are able to be engaged. Current partners include a wide range of organizations focusing on community, youth, innovation, social protection amongst other key areas.

Academic and research institutions: Linking with local and international expertise aims to strengthen research and development on sustainable models to build resilience in different sectors. This includes innovative education solutions regarding curriculum development and teacher training; financial solutions to enable access to lower income households or SMEs; improving efficiency and effectiveness of service delivery; amongst others. Academic and research institutions are a key addition to the partnership network to develop learning networks across humanitarian, development and academic spheres. Universities may also act as implementing partners owing to their scope and outreach, particularly in targeting young graduates and supporting entrepreneurship.

UN agencies: This programme will ensure partnerships and coordination with UN agencies, particularly FAO, UN Women, ILO and UNIDO. Through the leadership of the Resident Coordinator in policy level H-D nexus discussions, UNDP will work with relevant UN agencies to strengthen synergies across development and humanitarian interventions to complement the substantial coverage of UN interventions in building transformative resilience.

International non-governmental organizations: International non-governmental organizations will also be engaged at the level of the advisory groups, particularly through the Association of International Development Agencies (AIDA) and associated members, to share knowledge and expertise on resilience building in Palestine.

Stakeholder Engagement

Stakeholders will be engaged around the identified partners as described in the partnerships section. The primary beneficiaries are vulnerable groups and communities that are affected by locational drivers of vulnerability (i.e. East Jerusalem, Gaza and Area C). Within these communities women and youth will be prioritised, alongside the relevant 20 vulnerable groups in the targeted communities in line with the Common Country Analysis for the occupied Palestinian territories. Partner selection criteria will be determined with the support of technical experts to ensure that the activities are in line with the programme objectives.

Knowledge

Knowledge products produced under this programme will primarily be in the form of assessments under the different activities and evaluations of the programme as a whole. The knowledge building will also support the government in terms of providing evidence-based research to support the policy direction of Humanitarian-Development Nexus programming in Palestine.

Sustainability and Scaling Up

Sustainability and scaling up of the programme are supported through engaging diverse partners at the programme level and through the H-D coordination efforts, both of which the government will take a leading role. Sustainability elements have been integrated into the design of the programme from the programme strategy to the governance structure, whereby the underlying principles of the transformative resilience approach is to build government capacities and leadership towards operationalising government strategies, including the national COVID-19 socioeconomic response and the Prime Minister's cluster development approach, across Area C, East Jerusalem and Gaza. This includes elements of technical support and assistance through the Programme Management Unit profiles, the technical expert advisory groups to support the decision-making of the Steering Committee, led by the PMO, alongside targeted activities under the programme to support the planning, policy and budgeting functions of the PMO to meet their objectives (including gender responsive planning and budgeting). National capacities will be strengthened through different levels of national actors, from local, regional to national being engaged at different levels of the programme from implementation to decision-making. The technical support and guidance will also support building the capacity of implementing partners, directly through the programme staff, or indirectly through its network of partners. As a multi-stakeholder approach, the programme aims to bring different partners of different backgrounds together to enable the opportunity for partners to build and learn from each other, while also benefiting from targeted technical support.

As inclusion of community needs and priorities are a major focus, this also entails ensuring community representation and needs being integrated into local, regional and national structures to create an enabling environment for the government to respond to community needs and priorities. Here the inclusion of youth and women is essential, as key actors for normative transformation. Additionally, at the project level, joint project committees will be established by the implementing partner in the targeted area to ensure local ownership and participation in the implementation of activities to enhance the sustainability of each intervention.

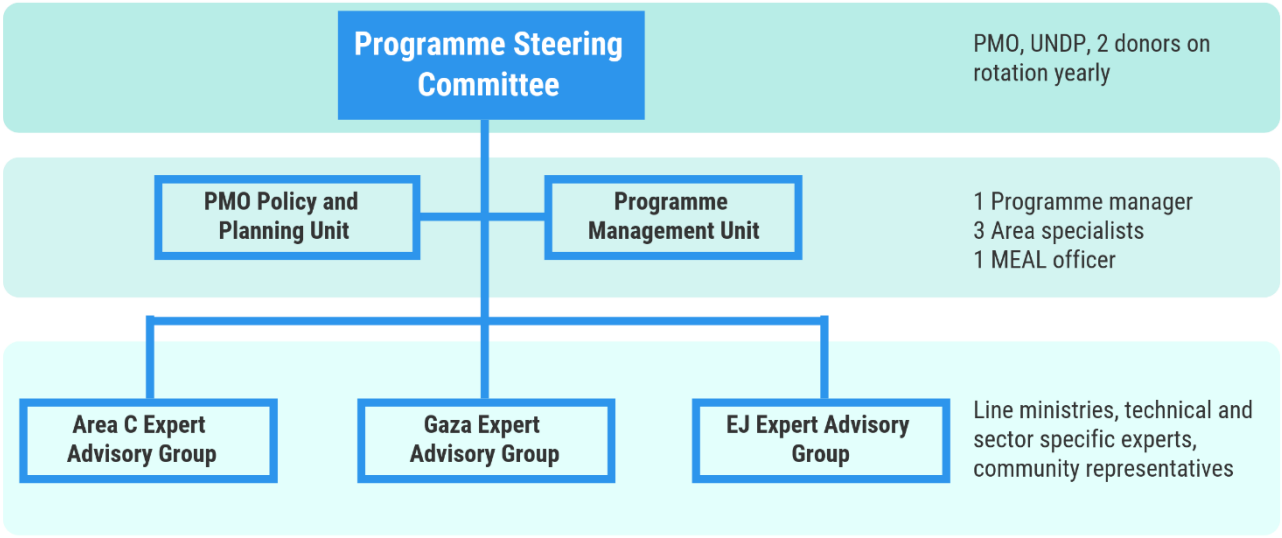
IV. PROGRAMME MANAGEMENT

Governance structure and functions

The PMO and UNDP will guide the strategy of the programme to ensure the quality of the interventions, its alignment with collective priorities and the principles of transformative resilience, and towards the effective use of donor funds.

The programme will be managed by UNDP as the budget holder where implementation will be through partnerships, including UN agencies, international and local organizations, communities and ministries where relevant. The implementation modality will be through expression of interests for implementing activities identified by the steering committee. Activity selection will be guided by the consultations undertaken through the area based Expert Advisory groups with the support of the Programme Management Unit and approved by the Steering Committee. In such case, expressions of interests will be solicited for implementation projects and activities as directed by the Steering Committee. UNDP will provide guidance and ensure proper and quality of the programme in coordination with different levels of PA ministries, NGOs and UN agencies, complying with its developmental mandate though its wide network of partners.

UNDP's programme team will carry out the day-to-day management and supervision of project activities with a monitoring and evaluation plan as well as quality assurance. The governance and management structure are as follows:



Steering committee

The steering committee provides the overall strategic leadership, general policy and strategy guidance and oversight on the programme process, specific priorities and projects. The steering committee will be comprised of the Prime Minister's Office, UNDP and 2 donors on rotation yearly, where others from the Palestinian Authority, the UN, civil society (including PNGO/AIDA), private sector representatives, academia and donors would be invited to attend the steering committee on an ad hoc basis. The steering committee will be convened semi-annually to discuss progress, set and decide on specific priorities and projects, including funding requirements. The steering committee will play a key role in terms of advocacy and political follow up with the Israeli authorities, if needed, and will be responsible for approving appointments of the Programme Management Unit, annual workplans and formulation of the technical groups. The Prime Minister's Office will be responsible for undertaking the necessary internal coordination with line ministries prior to steering committee meetings to ensure the needs and priorities highlighted by ministries are shared with SC members.

Area C, East Jerusalem, and Gaza Expert Advisory Groups

The 3 advisory groups will be for the purpose of engaging key individual experts regarding specific sectors to identify key needs and developments in the sector. These groups will provide the space for consultation with a wider range of actors who are active on the ground in specific sectors or in the target area. Experts are not only defined by their technical experience and background but also their involvement and experience in the specific areas. For example, a community representative can act as an expert in the needs and developments of their community, including members of the Association of Palestinian Local Authorities (APLA). The attendance of these groups will not be fixed and will be dependent on the specific priorities set by the Steering Committee. As such, the purpose of the groups will be to advise and provide guidance on specific needs and developments for the programme management unit and steering committee to strengthen technical elements and inclusion towards meeting the programme priorities. This includes advising on potential activities that are in need. The advisory groups will also ensure adequate mechanisms are in place to ensure community consultation, stakeholder engagement and partnership building towards the programme goals. The groups will be comprised of relevant line ministries, including the Ministry of Women Affairs to ensure gender needs and sensitivities are considered, UNDP staff at the programmatic level, and key individual experts in different sectors and target areas with differing professional backgrounds (UN, CSOs, government, academia, private

sector, community organisations). Each group will include line ministries and UN agencies based on the needs of each geographic area. For example Area C will include the participation from the Ministry of Local Government, Ministry of Agriculture, Ministry of Tourism and Antiquities, Palestinian Water Authority, Palestinian Energy and National Resources Authority, Palestinian Environment Quality Authority, FAO, UN Women, UNIDO and UN Habitat; East Jerusalem will include the Ministry of Jerusalem Affairs, Ministry of Education, UN Habitat, and UN Women; in Gaza the Ministry of Local Government, Ministry of Education, Palestinian Energy and National Resources Authority, Palestinian Water Authority, Ministry of Labour, UN Women, ILO, FAO and WFP.

Programme Management Unit

The Programme Management Unit (PMU) will be responsible for coordinating the technical work, including the technical appraisal and review of activities and projects submitted to the programme. The PMU has the authority to run the project on a day-to-day basis on behalf of the steering committee including programme inception, implementation, and monitoring and reporting. The main responsibility is to ensure that the results are produced as agreed in the programme document and steering committee meetings to the required standard of quality and within the specified constraints of time and cost. While the PMU will be housed at UNDP's Ramallah office on account of limited office space in the Prime Minister's Office, the PMU will be in daily contact with the PMO and relevant government stakeholders to ensure capacities can be supported towards the programme objectives (particularly under output 4). In doing so, the PMU will be able to hand over project responsibilities to the PMO in the future as a part of the exit strategy of the programme.

The PMU will also be responsible for financial management and accounting, reporting, and monitoring and evaluation. They will inform the Steering Committee of the needs, priorities and activities as discussed in the technical groups. The PMU will also be responsible for coordinating their work and positioning the programme within development and humanitarian structures and working groups.

The PMU will be comprised of the Programme Manager with clear capacities for strategic thinking and experience in managing multi-donor programmes;3 area coordinators to coordinate and support implementing activities in each geographic locale, and a MEAL officer to support monitoring, evaluation, and most importantly learning. To ensure the successful implementation of the programme, the Programme manager will have the capacity to support the strategic leadership of the government, including clear background in supporting inclusive economic recovery/development. The Programme manager will also be responsible for assuming the secretariat role of the steering committee meetings to ensure proper preparation and documentation of the meetings and actions to take. To ensure detailed programme results, learning and best practices are captured and shared, the MEAL officer should strengthen the evaluation and learning aspects of the programme throughout its inception, implementation and follow up. They will also work as a team to prepare implementation guidelines and technical information papers on different areas of implementation for dissemination (e.g. cash for work; connecting Areas A, B and C; etc) to improve the transformative resilience approach in country.

The PMU will also be responsible for overseeing the setup of project support committees with implementing partners, which will be comprised of community representatives and key stakeholders at the local level to strengthen the link of the PMU with the communities to ensure that communities have an avenue to raise their concerns to the PMU.

The Planning and Policy Unit of the Prime Minister's Office will also be engaged in the programme as active participants and beneficiaries of the capacity building activities. The unit will be working in close cooperation and collaboration with the Programme Management Unit to enable coaching and capacity building by the PMU on transformative resilience approaches and to support in responsive budgeting and planning mechanisms. Doing so also aims to strengthen the sustainability of the programme as part of the exit strategy

to ensure the PMO Planning and Policy Unit have the relevant capacities to continue with the programme activities and approach following the end of the programme.

Monitoring and Evaluation, Accountability and Learning (MEAL)

UNDP is committed to strengthen the MEAL framework for the programmatic activities and transformative resilience at the policy level. Alongside the standard UN framework for monitoring and evaluation as per the results and resources framework, the Programme Manager should have a MEAL background to be able to integrate monitoring, evaluation, accountability and learning into the daily activities of the programme staff. Staff will develop a comprehensive MEAL framework to monitor the programme impact and results within the framework of transformative resilience through available UN and non-UN tools and methodologies of measuring resilience (see Annex 3 for potential additional tool for measuring resilience per activity). During the inception phase of the programme the team will be expected to develop a set of tools and methodologies for approval from the steering committee and technical groups, including commissioning a baseline study to ensure quality data and indicators to monitor progress. The team will also be expected to monitor the programme contributions to national and UN indicators, where relevant.

At the policy level resilience should not be measured as a stand-alone goal, but as a means for achieving the SDGs and a country's national development objectives. Monitoring resilience should therefore be pursued as part of the UN's wider M&E efforts. This requires building common tools and systems to monitor, evaluate and analyse achievements for the UN Team's resilience-building interventions that are fully integrated as a cross-cutting issue into SDG-related monitoring and reporting. UNDP and partners will work towards developing a transformative resilience measurement tool to link programmatic activities and policy level activities in line with the UNDAF and SDG indicators. The resilience measurement will also be linked with the programmatic MEAL framework by the MEAL team.

V. RESULTS FRAMEWORK[45]

[45] UNDP publishes its project information (indicators, baselines, targets and results) to meet the International Aid Transparency Initiative (IATI) standards. Make sure that indicators are S.M.A.R.T. (Specific, Measurable, Attainable, Relevant and Time-bound), provide accurate baselines and targets underpinned by reliable evidence and data, and avoid acronyms so that external audience clearly understand the results of the project.

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

Programme Outcome: *Palestinians in East Jerusalem, Gaza and Area C have improved resilience through reduced development gaps and enhanced access to sustainable and quality services and economic opportunities in the targeted areas*

UNDAF Outcome 4.1: More Palestinians, especially the most vulnerable, benefit from safe, inclusive, equitable and quality services

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

Programme outcome indicators:

Women's, youth's and men's trust in community, institutions and government to meet people's needs and priorities increased[46]

- Baseline: TBD – assessment required
- Target: TBD

UNDAF outcome indicator 4.1: Number of youth who have relevant skills, including technical and vocational skills for employment, decent jobs and entrepreneurship

- Baseline: 0
- Target:

Applicable Output(s) from the UNDP Strategic Plan:

Project title and Atlas Project Number:

EXPECTED OUTPUTS	OUTPUT INDICATORS[47]	ACTIVITY LEVEL INDICATORS	DATA SOURCE	BASELINE			TARGETS (by frequency of data collection)					DATA COLLECTION METHODS
				Output Value	Act. Value	Year	Year 1	Year 2	Year 3	Year 4	FINAL	
Output 1 Access to sustainable and resilient livelihoods in East Jerusalem improved through diversified economic activities, facilitated access to	***Urban planning and housing*** 1.1 Gap reduced between average income and housing costs	*1.1.1# of potential sites (and m2) for development (for housing or public facilities)*	*Reporting* *Baseline and endline assessment* *Documentation*	TBD[48]	TBD	2020	*1*	2	3	1	*6*	*Baseline and endline assessment and support from Jerusalem Solutions Hub data platform and partners*
		1.1.2 # of models tested to decrease costs of construction and/or access to housing			TBD	2020		*1*		*1*	*2*	

[46] See OECD example: https://www.oecd.org/governance/oecd-guidelines-on-measuring-trust-9789264278219-en.htm

[47] It is recommended that projects use output indicators from the Strategic Plan IRRF, as relevant, in addition to project-specific results indicators. Indicators should be disaggregated by sex or for other targeted groups where relevant.

[48] As average income may be hard to determine and more than half of East Jerusalemites live under the Israeli national poverty line, monitoring can look at the gap between the poverty line and housing costs.

service delivery and enhanced institutional support to foster social cohesion and Palestinian identity	***Competitive and inclusive labour market and local economy*** 1.2 % of targeted people/businesses with improved status after 1 year and 3 years (e.g. increased income/revenue; employment/higher-skilled employment; etc)	*1.2.1* ***#*** *of youth who have relevant skills, including technical and vocational skills for employment, decent jobs and entrepreneurship*	*Reporting* *Baseline and endline assessment* *Informal meetings*		TBD	2020	*120*	*180*	*180*	*120*	*600*	*Baseline and endline assessment and support from the Jerusalem Solutions hub data platform and partners*
		1.2.2 *# of businesses supported in improving marketability and competitiveness*			TBD	2020		*30*	*30*	*30*	*90*	
	Enhancing service provision % of people who feel the delivery of services match community needs	*1.3.1* # of CSOs/CBOs supported in improving service delivery, including disaggregated number of beneficiaries	*Reporting* *Baseline and endline assessment* *Informal meetings* *Documentation*	TBD	TBD	2020	*10*	*10*	*10*	*10*	*40*	*Baseline and endline assessment*
		1.3.2 # of schools or early childhood centres supported, including disaggregated number of students and teachers			TBD	2020	*10*	*20*	*20*	*20*	*70*	
Output 2 Vulnerability of communities reduced in Gaza through investment in sustainable solutions for employment, youth empowerment, and renewable energy	***Short-term jobs for sustainable development*** % labour shortages fulfilled in targeted sectors (public, solar, e-work/ICT, construction, etc) % of labour shortage fulfilled by women	***2.1.1*** *# of youth, women and persons with disabilities with access to short term jobs to gain skills and work experience; improved skills; and/or economic opportunities*	*Reporting* *Baseline and endline assessment* *Documentation*	TBD	TBD	2020	*875*	875	875	875	*3500 (25% women and PWD)*	*Baseline and endline assessment*
		2.1.2 *% labour intensity (# of workdays per dollar investment)*			*25%* [49]	2020	*30%*	*35%*	*40%*	*40%*	*40%*	
	Comprehensive skilling for youth	***2.2.1*** # of youth trained in civic leadership and fundamental skills	*Reporting*		TBD	2020	*100*	*100*	*100*	*100*	*400*	*Baseline and endline assessment*

[49] Current UNDP standards

	% of targeted youth/businesses with improved status after 1 year and 3 years (e.g. increased income/revenue; employment/higher-skilled employment; etc)	***2.2.2.*** *# of youth with market relevant skills, including TVET*	*Baseline and endline assessment* *Informal meetings* *Documentation*		TBD	2020	*300*	*300*	*300*	*300*	*1200*	
		2.2.3 # of businesses supported in growth markets			TBD	2020	*100*	*100*	*100*	*100*	*400*	
	Fuel to solar *% increase of solar electricity production and increase in energy efficiency*	***2.3.1*** *# of solar energy systems installed on public infrastructure*	*Reporting* *Baseline and endline assessment* *Documentation*		TBD	2020	*5*	*10*	*10*	*5*	*30*	*Baseline and endline assessment* *Technical reports*
		2.3.2 *# of energy efficiency measures implemented*			TBD	2020	*5*	*10*	*10*	*5*	*30*	
Output 3 Increased access to land and cluster-based economic activities with a focus on marginalised communities and neglected areas in and around Area C	***Economic development*** *% increase of household/SMEs/cooperatives income as a result of provided assistance* *% increase in women's autonomy index*[50]	*3.1.1* # of communities (include youth, women, men beneficiaries) supported to improve economic activities and access entrepreneurship opportunities in Area C	*Reporting* *Baseline and endline assessment* *Informal meetings* *Documentation*		TBD	2020	20	*20*	*20*	*20*	*80*	
		3.1.2 # of SMEs/cooperatives supported to integrate into larger supply chains			TBD	2020	*5*	*10*	*10*	*10*	*35*	
	Improving service delivery *% of LGU expenditures spent on priorities identified through a participatory process with communities*	*3.2.1 # of communities clustered*	*Reporting* *Baseline and endline assessment* *Informal meetings* *Documentation*		TBD	2020	*20*	*20*	*20*	*20*	*80*	
		3.2.2 # of joint service councils or LGUs supported			TBD	2020	*10*	*10*	*10*	*10*	*40*	
		3.2.3 # of community needs met by LGUs or other local actors			TBD	2020	*5*	*5*	*5*	*5*	*20*	
Output 4		*4.1.1 # assessments conducted*	*Reporting*		TBD	2020	*1*	*1*	*2*	*2*	*6*	

[50] See example: https://www.indikit.net/indicator/78-gender-equality/327-women-s-autonomy-index

Improved leadership and capacity of the Prime Minister's Office in coordination, policy and planning functions integrating socioeconomic recovery responses and the Prime Minister's cluster development approach with improved government-to-government services	*Government socioeconomic response plan to COVID-19 developed and operationalised* *Cluster development approach operationalised, including gender responsive planning and budgeting* *Satisfaction of PMO performance*	*4.1.2 # technical experts engaged to build government capacity* *4.1.3 # of coordination meetings with ministries* *4.1.4 Action plan developed for operationalising the government's socioeconomic response and cluster development approach*	*Informal/formal meetings* *Documentation* *Meeting minutes*		TBD	2020	*1*	*2*	*2*	*2*	*7*	

VI. MONITORING AND EVALUATION

In accordance with UNDP's programming policies and procedures, the project will be monitored through the following monitoring and evaluation plans: *[Note: monitoring and evaluation plans should be adapted to project context, as needed]*

Monitoring Plan

Monitoring Activity	Purpose	Frequency	Expected Action	Partners (if joint)	Cost (if any)
Track results progress	Progress data against the results indicators in the RRF will be collected and analysed to assess the progress of the project in achieving the agreed outputs.	Quarterly, or in the frequency required for each indicator.	Slower than expected progress will be addressed by project management.	UNDP	
Monitor and Manage Risk	Identify specific risks that may threaten achievement of intended results. Identify and monitor risk management actions using a risk log. This includes monitoring measures and plans that may have been required as per UNDP's Social and Environmental Standards. Audits will be conducted in accordance with UNDP's audit policy to manage financial risk.	Quarterly	Risks are identified by project management and actions are taken to manage risk. The risk log is actively maintained to keep track of identified risks and actions taken.	UNDP	
Learn	Knowledge, good practices and lessons will be captured regularly, as well as actively sourced from other projects and partners and integrated back into the project.	At least annually	Relevant lessons are captured by the project team and used to inform management decisions.	UNDP	
Annual Project Quality Assurance	The quality of the project will be assessed against UNDP's quality standards to identify project strengths and weaknesses and to inform management decision making to improve the project.	Annually	Areas of strength and weakness will be reviewed by project management and used to inform decisions to improve project performance.	UNDP	
Review and Make Course Corrections	Internal review of data and evidence from all monitoring actions to inform decision making.	At least annually	Performance data, risks, lessons and quality will be discussed by the project board and used to make course corrections.	UNDP	

Project Report	A progress report will be presented to the Project Board and key stakeholders, consisting of progress data showing the results achieved against pre-defined annual targets at the output level, the annual project quality rating summary, an updated risk long with mitigation measures, and any evaluation or review reports prepared over the period.	Annually, and at the end of the project (final report)		UNDP	
Project Review (Project Board)	The project's governance mechanism (i.e., project board) will hold regular project reviews to assess the performance of the project and review the Multi-Year Work Plan to ensure realistic budgeting over the life of the project. In the project's final year, the Project Board shall hold an end-of project review to capture lessons learned and discuss opportunities for scaling up and to socialize project results and lessons learned with relevant audiences.	Semi annual	Any quality concerns or slower than expected progress should be discussed by the project board and management actions agreed to address the issues identified.	UNDP	

Evaluation Plan[51]

Evaluation Title	Partners (if joint)	Related Strategic Plan Output	UNDAF/CPD Outcome	Planned Completion Date	Key Evaluation Stakeholders	Cost and Source of Funding
Mid-Term Evaluation				2021		20000
Final evaluation				2023		20000

[51] Optional, if needed

VII. MULTI-YEAR WORK PLAN [52][53]

All anticipated programmatic and operational costs to support the project, including development effectiveness and implementation support arrangements, need to be identified, estimated and fully costed in the project budget under the relevant output(s). This includes activities that directly support the project, such as communication, human resources, procurement, finance, audit, policy advisory, quality assurance, reporting, management, etc. All services which are directly related to the project need to be disclosed transparently in the project document.

EXPECTED OUTPUTS	PLANNED ACTIVITIES	Planned Budget by Year				RESPONSIBLE PARTY	PLANNED BUDGET		
		Y1	Y2	Y3	Y4		Funding Source	Budget Description	Amount (USD)
	Baseline assessment					UNDP/ PMO		External	30,000
Output 1: Access to sustainable and resilience livelihoods in East Jerusalem improved through diversified economic activities, facilitated access to service delivery and enhanced institutional support to foster social cohesion and Palestinian identity	1.1 Urban planning and housing					UNDP/ PMO			890,770
	1.2 Competitive and inclusive labour market and local economy								4,453,851
	1.3 Enhancing service provision								3,563,081
	Sub-Total for Output 1 (25% of programmable budget)								8,907,702
Output 2: Vulnerability of communities reduced in Gaza through investment in sustainable solutions for employment, youth empowerment, and renewable energy	2.1 Short term jobs for sustainable development					UNDP/ PMO			5415883
	2.2 Comprehensive skilling for youth					UNDP/ PMO			3384927
	2.3 solar energy					UNDP/ PMO			4738897
	Sub-Total for Output 2 (38% of programmable budget)								13,539,707
Output 3 Increased access to land and cluster-based economic activities with a focus on marginalised communities and neglected areas in and around Area C	3.1 Economic development					UNDP/ PMO			5700929
	3.2 Improving service delivery					UNDP/ PMO			5700930
	Sub-total output 3 (32% of programmable budget)								11,401,859

[52] Cost definitions and classifications for programme and development effectiveness costs to be charged to the project are defined in the Executive Board decision DP/2010/32

[53] Changes to a project budget affecting the scope (outputs), completion date, or total estimated project costs require a formal budget revision that must be signed by the project board. In other cases, the UNDP programme manager alone may sign the revision provided the other signatories have no objection. This procedure may be applied for example when the purpose of the revision is only to re-phase activities among years.

Output 4 Improved leadership and capacity of the Prime Minister's Office in coordination, policy and planning functions integrating socioeconomic recovery responses and the Prime Minister's cluster development approach with improved government-to-government services	Policy and planning for COVID-19 socioeconomic recovery and cluster development approach G2G services Capacity building and support					UNDP/ PMO			1,751,541
	Sub-total output 4 (5% of programmable budget)								1,751,541
	Programmable budget (89.1% of overall budget)								35,630,809
Evaluation *(as relevant)*			30000		30000	UNDP			60,000
Personnel and Office costs	Programme Manager (SB5-1 in Jerusalem)					UNDP			254,272
	Programme Coordinator x3 (SB4-3; 1 in Jerusalem, 1 in Ramallah, 1 in Gaza)					UNDP			741,984
	MEAL Officer (SB3-3 in Jerusalem)					UNDP			201,972
	Office space, security, email and other					UNDP			148,000
	Total personnel and office costs (3.4% of overall budget)								1,346,228
General Management Support								8%	2,962,963
TOTAL									USD 40,000,000

ANNEXES

1. **Risk Analysis (ATTACHED)**. Use the standard Risk Log template. Please refer to the Deliverable Description of the Risk Log for instructions

2. **Linkages to UNDAF (below)**

3. **Initial template for monitoring and evaluating the targeted interventions against resilience building indicators (below)**

Annex 1: Risk log

Project Title: Supporting Transformative Resilience in Area C, East Jerusalem and Gaza	**Award ID:**	**Date: 29/10/2019**

#	Description	Date Identified	Type	Impact & Probability	Countermeasures / Mngt response	Owner	Submitted, updated by	Last Update	Status
1	Enter a brief description of the risk *(In Atlas, use the Description field. **Note: This field cannot be modified after first data entry)***	When was the risk first identified *(In Atlas, select date. Note: date cannot be modified after initial entry)*	Environmental Financial Operational Organizational Political Regulatory Strategic Other Subcategories for each risk type should be consulted to understand each risk type (see Deliverable Description for more information) *(In Atlas, select from list)*	Describe the potential effect on the project if this risk were to occur Enter probability on a scale from 1 (low) to 5 (high) P = Enter impact on a scale from 1 (low) to 5 (high) I = *(in Atlas, use the Management Response box. Check "critical" if the impact and probability are high)*	What actions have been taken/will be taken to counter this risk *(in Atlas, use the Management Response box. This field can be modified at any time. Create separate boxes as necessary using "+", for instance to record updates at different times)*	Who has been appointed to keep an eye on this risk? *(in Atlas, use the Management Response box)*	Who submitted the risk? *(In Atlas, automatically recorded)*	When was the status of the risk last checked? *(In Atlas, automatically recorded)*	e.g. dead, reducing, increasing, no change *(in Atlas, use the Management Response box)*
2	Deterioration of the security situation in the WB, EJ and Gaza, including		Political	UNDP and partners' mobility and ability to implement the	– Security and contingency planning for UNDP and partners	PMU and UNDP	UNDP		

	annexation of Area C/Deal of the Century			programme is threatened P = 3 I = 4	– Two-ways sharing of information and updates on security situation – Development of partnerships with local partners – Opening of communication channels with communities for security updates – Suspension of UNDP and partners' travel – Implementation through local partners, including local government units – Programme suspension if situation is critical				
3	Increase in general access and movement restrictions		Political / Operational	Closures and access restrictions on staff threaten to undermine and halt operations in affected areas; Communities in affected areas become more isolated and vulnerable because of increased access restrictions.	– Liaising with OCHA and PA to monitor access restrictions – Development of partnerships with local partners – Opening of communication channels with communities for access updates – Wide geographic distribution of operations – UN, PA, Donor pressure on Israeli	PMU and UNDP	UNDP		

				P = 3 I = 3	authorities to remove access restrictions for programme operations – Advocacy on access restrictions – Implementation through local partners / use of locally available resources – Suspension of UNDP and partners' travel in affected areas				
4	UNDP's implementing partners under threat / pressure from Israeli authorities		Political	Implementing partners cannot carry out and complete project activities P = 3 I = 4	– UN, PA, Donor pressure on Israeli authorities – Advocacy by local partners and UN in coordination with Protection Cluster Working Group	PMU and UNDP	UNDP		
5	In cases where permits are needed, increasing difficulties in securing permits for EJ, Area C and Gaza		Operational / Political	Designed project activities cannot be implemented as planned; Positive impact of the project activities on beneficiaries is hindered. P = 3 I = 4	– 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	PMU and UNDP	UNDP		

					– Advocacy				
6	The infrastructure improved or built under the programme attracts the attention of Israeli CA, and it is demolished or damaged. Materials used under the programme are confiscated.		Operational / Political	Designed project activities cannot be fully implemented as planned; Affected communities are threatened with displacement and deterioration of living conditions. P = 2 I = 4	– Measures to minimize visibility are in place – Integrate protection elements in the design of projects – Advocacy and communication strategy in place – Relationship management with Israeli authorities – PA, UN, Quartet and Donor support and follow-up – Prepare activities with various levels of risk to remain flexible to changing levels of risk – Communities are properly consulted in advance of the risk involved and accept it	PMU and UNDP	UNDP		
7	Donors are wary about the risks associated with the programme.		Strategic	Donors' demands to adopt more cautious programmatic approach and activities lead to weaker impact and results in EJ, Area C and Gaza.	– The risks associated with the programme are clearly explained to the donors in advance – The programme approach and issues of mutual accountability,	PMU, UNDP, PMO	UNDP		

				P = 2 I = 3	advocacy, communication and protection are endorsed by donors – The programme approach is discussed in SC meetings to ensure continued support and understanding – Prepare activities with various levels of risk				
8	Funding made available for the programme is insufficient.		Financial	Some of the targets set are not met; Programme activities are adjusted to comply with limited funding available; Programme impact is weaker than planned. P = 2 I = 3	– Promptly inform SC – Re-programming according to the available funds – Prioritize actions which can have a quicker and deeper impact – Agree with SC on the new workplan – Resource mobilization efforts are undertaken vis-a-vis potential additional donors	PMU, UNDP, PMO	UNDP		
9	The Palestinian Authority ownership and capacity for active engagement in the programme is weak.		Strategic	Lack of efficient coordination mechanisms among ministries; Capacity of Ministries to be fully engaged in implementation is limited.	– Development of partnerships with local partners and local government actors – PMO leading internal government coordination,	PMU, UNDP, PMO	UNDP		

				P = 2 I = 3	including ensuring ministry coordination prior to SC meetings				
10	Closures on account of COVID-19 continue or a second wave emerges and disrupt implementation of activities		Operational/Strategic	Impacting movement, disrupting economic sectors and creating additional challenges P=3 I=3	– Programme activities remain flexible to emerging needs in light of COVID-19 – Revise annual workplan with SC approval – Reprogramme activities towards COVID-19 needs	PMU, UNDP, PMO			

Annex 2: Linkages with UNDAF

Strategic Priority	**Outcome**	**Indicator**	**Related responsible agencies**
Strategic priority 1: Supporting Palestine's path to independence	Outcome 1.2: A strong Palestinian national identity prevails	# of local outline and detailed plans prepared for and with Palestinians to acquire building permits in EJ	OCHA; UN Habitat
	Output 1.3: The geopolitical fragmentation of the oPt is halted	% of land in Area C coherently planned and integrated within national development interventions	
Strategic priority 2: Supporting equal access to accountable, effective and responsive democratic governance for all Palestinians	Outcome 2.3 All Palestinians are assured of responsive and enabling state functions at national and sub-national levels	Accessible disaggregated data	UNFPA; UNSCO; UN Women, UNICEF, UNESCO
		Data collected to generate baselines for appropriate indicators on all vulnerable groups	
	Outcome 2.4: State and national institutions promote and monitor gender equality and enforce non-discrimination for all	Gender gap reduced in key development markers	
Strategic priority 3: Leaving no one behind: Supporting sustainable and inclusive economic development	Outcome 3.1: Palestine's productive sectors are more diversified and have higher growth rates	Growth rate of GDP per employed person for productive sectors	FAO; ILO
	Outcome 3.2: Palestinians have access to decent productive jobs	Disaggregated unemployment rate	
		Proportion of workers in private sector earning less than minimum wage disaggregated by age	
		Proportion of youth not in education, employment or training	
	Outcome 3.3: Palestine's infrastructure, and natural and cultural resources are	Units of solar energy produced	

	more sustainably used and managed (FAO)	Proportion of wastewater used for irrigation and ecosystems	
Strategic priority 4: Leaving no one behind: Social Development and protection	Outcome 4.1: more Palestinians, especially the most vulnerable, benefit from safe, inclusive, equitable and quality services	Proportion of population with education at secondary level	UNICEF
		Number of youth who have relevant skills, including technical and vocational skills for employment, decent jobs and entrepreneurship	
		% of population that has access to affordable and safely managed water	
		Availability of comprehensive strategic spatial planning frameworks for urban development in Gaza and H2 to accommodate commercial and economic needs for service provision	
	Outcome 4.2: Vulnerable Palestinian communities and institutions are better equipped to cope with protracted threats and shocks	Number of contingency/preparedness plans	

Annex 3: Initial template for monitoring and evaluating the targeted interventions against resilience building indicators

Activity: *(e.g. Improving comprehensive urban planning and urban development in East Jerusalem)*

Theory of change	*e.g. Reduce development costs and facilitate access to finance* →	*e.g. Increase in affordable housing supply* →	*e.g. Middle and lower income households have more opportunities to access housing*
Indicators	*e.g. cost of development; loans available for construction*	*e.g. number of housing units*	*e.g. gap reduced between average income and housing costs*

Link to systematic features (incl. local-national capacities and priorities)

- Is the activity a part of the government priorities?
- Is the activity a part of the priorities of local stakeholders?
- Is it consistent with stakeholders' capacity for supervision and capacity to monitor change and performance of the activity?
- Has the community prioritized this work? Are they involved in the design? Will the community be able to provide feedback on the performance and quality issues?

Interconnectivity in design and implementation (spatially and sectorally)

- Is there capacity amongst partners to replicate or scale up successful models?
- Are other interested governates and communities able to track progress, learn from each other and potentially replicate activities?
- Has the process involved other stakeholders, either by sector or geographic locale?
- Are there linkages with private sector representative bodies or individual actors?
- Are plans made alongside service providers and utility companies (electric, water, sewage, solid waste disposal)

(Tailored to each activity)

Transformative results	Magnitude of change: • *(e.g. are new developments being sold to the target group?)* • *(e.g. are loans being utilized?)* Scale: • Is this approach scalable to other sectors or locations? *(e.g. does this activity span across different neighborhoods? /will access to finance facilitate other sectors?)* • If the approach adds value what actions are being taken to ensure it taken up? Sustainability of Change (link to risks): • Is it a sustainable model? • Can it continue to both manage risks (risk informed) and respond to and evolve with continual changing conditions (complexity)?

	• *(e.g. were there barriers to implementation on account of pressure from the Israeli authorities)*
Risk informed	Link with Risk matrix
Complexity (changing socioeconomic conditions/Israeli policies/governmental will, etc.)	• Is the activity monitored in real time and does the learning inform other processes? • Are communities and relevant on the ground stakeholders involved in the implementation process to ensure their feedback can continuously improve the quality of the activity? • Are there mechanisms in place to capture learning for the community and stakeholders *(e.g. process of requesting permits, how to identify land ownership, changes in the municipality priorities regarding EJ, etc.)*