

JOINT PROGRAMME DOCUMENT

Country: Lebanon

Programme Title: Towards Sustainable Solutions for Improved Living Conditions of Palestinian Refugees in Lebanon

Joint Programme Outcome: Living conditions of the communities living in Palestinian gatherings (including Adjacent Areas of Palestinian refugee camps) improved, through enhanced access to basic urban services.

<p>Programme Duration: 3 years</p> <p>Anticipated start/end dates: November 2011 to October 2014</p> <p>Fund Management Option(s): Pass-through (Parallel, pooled, pass-through, combination)</p> <p>Managing or Administrative Agent: UNDP/MPTF Office (if/as applicable)</p>	<p>Total estimated budget: USD 3,562,337</p> <p>Out of which:</p> <p>1. Funded Budget: USD 1,000,000</p> <p>2. Unfunded budget: USD 2,562,337</p> <hr/> <p>Sources of funded budget:</p> <ul style="list-style-type: none"> <li>• Government N/A</li> <li>• Switzerland USD 1,000,000</li> </ul>
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## I. Situation Analysis

When compared to other host countries in the Middle East, the overall living conditions of Palestinian refugees in Lebanon are considered the worst (Fafo, 2005). In addition to living in the 12 official camps, Palestinian refugees in Lebanon live in a total of 42 *Gatherings* distributed across the country, as identified by the Danish Refugee Council (DRC) in 2005. Gatherings were initially defined by Fafo (2003) as “constituting relatively homogenous refugee communities, such as smaller villages, households living in the same multi-storey residential building, along the same street etc<sup>1</sup>”; as such a gathering:

- Has a population of Palestinian refugees, including Palestinian refugees who are registered by UNRWA and/or the Lebanese Government, or are not registered.
- Has no official UNRWA camp status or any other legal authority identified with responsibility for camp management;
- Is expected to have clearly defined humanitarian and protection needs, or have a minimum of 25 households; and
- Has a population with a sense of being a distinct group living in a geographically identifiable area.

In the aftermath of Nahr el Bared Camp (NBC) crisis in 2007, the notion of *Adjacent Area (AA)* emerged to indicate the informal expansion of the camp, locally known as the “New Camp”. In this context, the United Nations Human Settlements Programme (UN-HABITAT) carried out a field assessment to (1) examine the state of basic urban services (water, sewerage, solid waste collection, electricity, road networks) in Nahr el Bared Adjacent Area and the hosting town of Muhammara and (2) identify major shortfalls in these areas. It is worth mentioning here that the NBC (AA) reconstruction represents a unique experience for the Government’s involvement in issues related to Palestinian refugees in Lebanon.

In 2009, UN-HABITAT and the United Nations Development Programme (UNDP) joined their efforts to extend the research on access to basic urban services (BUS) to cover all Adjacent Areas of Palestinian Refugee Camps in Lebanon. The research entitled ‘*Investigating Grey Areas: Access to Basic Urban Services in the Adjacent Areas of Palestinian Refugee Camps in Lebanon*’ aimed to shed light on the situation of the Palestinian refugees living in these areas, understand the mechanisms and the governance of BUS delivery and guide future strategies and policies that would improve access to BUS in the Adjacent Areas as part of their wider context. An executive summary of the report is presented in Annex 1. Adjacent Areas were defined by UNDP and UN-HABITAT as a **specific category of Palestinian Gatherings** that are located in direct proximity along the boundaries of official Palestinian Refugee Camps. The following criteria were adapted:

- Location: An AA is an area located in direct proximity or adjacency around the boundaries of official Palestinian refugee camps in Lebanon.
- Demography: An AA is inhabited by a majority of Palestinian refugees, with a sense of being a distinct group living in a geographically identifiable area.
- Tenure: An AA exhibits informal access to tenure and has no official UNRWA camp status.
- Access to basic urban services: An AA exhibits inadequate access to basic urban services and has no provision of BUS by the state (public agencies and municipalities), UNRWA or other institutions.

Twelve AAs were identified to be distributed around the two camps of Beddawi and Nahr el Bared in North Lebanon (2 AAs & 1 AA respectively) and the two camps of Mieh Mieh and Ain el Helwe in Saida area in South Lebanon (1 AA & 8 AAs respectively). An estimated 35,000 dwellers, most of whom are Palestinian refugees, in addition to few Lebanese and other families, live in these Adjacent Areas. A table profiling these Adjacent Areas and summarizing the methods for accessing and maintaining BUS in each is presented in Annex 2.

This joint project builds on the findings of the research, which contributed to the identification and analysis of a number of key issues and challenges, as described below.

Living in informal gatherings distributed along the fringes of official camps, dwellers in the AAs are not entitled access to basic urban services provided by public service agencies and municipalities in the surrounding areas or to those provided by UNRWA in the camps. As an alternative mechanism, dwellers in the AAs resort to a number of self-help initiatives to access and maintain BUS. These include: 1) direct implementation of basic urban services and networks; 2) forming local committees under the wider structure of the Popular Committee in the camps; 3) pooling of financial resources; 4) tapping into surrounding services and infrastructure; and 5) employing relationships with other stakeholders.

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<sup>1</sup> Ibid

While, in the absence of other options, these informal practices work to ensure dwellers' access to BUS, the services themselves are inadequate, unsustainable and characterized by huge gaps and shortfalls. Methods that are feasible to AA dwellers for implementing and repairing BUS are generally elementary and inadequate; and they occur without minimum consideration to environmental or engineering standards. In addition, infrastructure networks and BUS in the AAs are informally connected to those in the camps and surrounding residential areas in ad-hoc methods, drastically impacting and affecting each other. However, no communication or coordination mechanisms exist between the key local actors in the Adjacent Areas and the camps they surround and those in the relevant municipalities; a case which has contributed to a state of rising tensions between the neighboring communities.

The main issues that challenged dwellers' access to enhanced and sustainable basic urban services in the Adjacent Areas were identified by the following:

1. Lack of an enabling institutional framework at the national level that focuses not only on the Adjacent Areas but also on the broader category of informal gatherings;
2. Exclusion of AAs from local development strategies and plans and the implementation of ad-hoc methods to access BUS;
3. Weak communication and coordination between actors in the municipalities, Adjacent Areas and the camps for sustainable BUS and infrastructure networks;
4. Limited capacities and resources of the local community (including local committees) and local authorities (municipalities);
5. Lack of sustainability, in particular financial and environmental sustainability, of available BUS and infrastructure networks;
6. Lack of data and information; and
7. Political sensitivity of improving living conditions of Palestinian refugees in Lebanon as misinterpretation of permanent resettlement or *Tawtin*.

In an attempt to respond to these challenges and to contribute to the improvement of living conditions of Palestinian refugees living in AAs as well as in other gatherings in Lebanon, the joint programme shall intervene, in an integrated manner, at the four following levels:

1. At the national level, developing an enabling framework that allows for improving the living conditions in the Palestinian informal gatherings (including Adjacent Areas) as part of their surroundings;
2. At the local level, strengthening communication and collaboration between concerned actors (municipalities, Adjacent Areas, camps) for improved service delivery. These collaboration mechanisms could be strengthened in other areas including Palestinian gatherings within their boundaries;
3. In the Adjacent Areas, improving access and management of BUS through the implementation of upgrading projects and infrastructure networks
4. At the municipal level, strengthening the capacities of concerned municipalities to address urban challenges and local development needs within their geographic boundaries.

## **II. Strategies, including lessons learned and the proposed joint programme**

The proposed Joint Programme will contribute to the achievement of national priorities and international commitments. Firstly, through the UNDAF, the action is aligned with the programmatic area of priority related to socio-economic development and regional disparities, which states as an outcome "By 2014, the socio-economic status of vulnerable groups and their access to sustainable livelihood opportunities and quality basic social services are improved within a coherent policy framework of reduction of regional disparities". The project also contributes to reducing urban tensions and building bridges between the neighboring Lebanese and Palestinian communities through addressing the governance of access to basic urban services.

Secondly, the scope of this programme is also aligned with the UN-HABITAT global agenda, in which it focuses on improving access to adequate basic urban services for all as a key means to achieving the Millennium Development Goals (MDGs). UN-HABITAT acknowledges access to adequate BUS as a major component that contributes to human dignity and the acquisition of fundamental human rights (see UN-HABITAT's International Guidelines on Access to basic urban services for All; BUS Handbook; UN-HABITAT Sustainable Cities Programme). The scope of the programme is also aligned with UNDP's Country Programme Document (CPD) and Country Programme Action Plan 2010-2014, where the improvement of living conditions and building trust in Palestinian and Lebanese surrounding communities were prioritized for UNDP's work.

Finally, the proposed programme builds also on the lessons learnt from other initiatives that have been carried out by a number of international and national NGOs as well as UN agencies to rehabilitate infrastructure

networks in the Adjacent Areas of Palestinian Refugee Camps. Some of the key lessons learnt are summarized as follows:

- Coordination mechanisms between concerned actors in the Adjacent Areas and their surroundings need to be strengthened and/or established to secure improved access to basic urban services. Adjacent Areas represent a unique case of Palestinian gatherings in Lebanon and should be addressed as such. Their particular adjacent location to the camps has impacted on the living environment as well as on access to BUS in these areas. Since they are associated in public perceptions to the camps they surround, Adjacent Areas are excluded from municipal service delivery and public interventions; particular governance mechanisms developed in these areas in the form of local committees that operate under the structure of the camp's Popular Committees. In terms of basic urban services, this has provided local communities in the Adjacent Areas with access to the Popular Committees' resources and beneficial relationships with other public and private actors. Being in a grey zone between but out of the camps and the surrounding municipalities, dwellers tap on the surrounding services and infrastructure networks provided by both UNRWA (in the camps) and the surrounding municipalities in an ad-hoc and uncoordinated manner.
- Necessity to build on and strengthen some encouraging examples of municipalities engaging in enhancing dwellers' access to basic urban services in the gatherings and Adjacent Areas. For example, the municipality of Saida supports solid waste collection in the Adjacent Area of Sekke around Ain el Helwe Camp.
- Basic urban services in the Adjacent Areas should be looked at as part of their wider context, engaging national and local actors and reinforcing coordination and information exchange. In addition to interventions affordable to the local community, projects implemented by NGOs are the only way of enhancing and rehabilitating infrastructure networks and services in the Adjacent Areas. However, there is no national strategy/policy or local development plans devised by concerned local and national actors to facilitate, structure or reinforce these initiatives. In addition to lack of communication mechanisms, there is a huge gap in information and data, on both the public national and local levels, on the situation and living conditions in these Adjacent Areas. This becomes a major shortfall given that infrastructure networks and services in camps, Adjacent Areas and surrounding areas are interlinked and therefore the situation in one area impacts the other.
- The development of wider strategies/policies, enhanced coordination mechanisms and capacity building and awareness-raising are essential requirements for sustaining services and maximizing the use of resources. Given the absence of involved institutions and the limited resources of the local communities in the Adjacent Areas, the sustainability of existing and/or upgraded basic urban services and infrastructure networks is challenged.
- Targeting the governance of BUS in the Adjacent Areas provides an opportunity to address relationships and strengthen communication and coordination between local actors in the camps, the Adjacent Areas and the surrounding municipalities. Building more positive and beneficial relationships in this context contributes to reducing tensions and bridging gaps between these neighboring communities.

The implementation of a joint programme gathering UNDP and UN-HABITAT represents a continuation of previous joint efforts to address challenges and issues in Adjacent Areas. Through their operational and normative work during the past years, the two agencies have accumulated thorough knowledge on issues related to Palestinian refugees in Lebanon in general, and those living in Adjacent Areas more specifically. The two agencies will put all this knowledge in practice through this Joint Programme, each working in its area of expertise and comparative advantage.

### **III. Results Framework**

In the context of this joint initiative, UNDP and UN-HABITAT will work towards the achievements of the following results.

**Joint Programme Outcome:** Living conditions of the communities living in Palestinian gatherings (including Adjacent Areas of Palestinian Refugee Camps) improved, through enhanced access to basic urban services.

- **Joint Programme Output 1:** A national framework addressing the living conditions and access to basic urban services in the Palestinian informal gatherings (including Adjacent Areas) developed and implemented

- **Joint Programme Output 2:** Collaborative mechanisms between Palestinian and Lebanese for improved service delivery strengthened and/or established in selected areas.
- **Joint Programme Output 3:** Access and management of basic urban services in the Adjacent Areas improved.
- **Joint Programme Output 4:** Selected municipalities are better equipped to engage in the improvement of living conditions in the Adjacent Areas.

The main goal of **output 1** is to enhance living conditions and access to basic urban services in Palestinian gatherings (including Adjacent Areas) through creating a national institutional framework that enables and guides an upgraded and sustainable service delivery. This framework will be based on a number of nationally endorsed policies and strategies that would focus on the most pertinent areas or sectors. The platform established by the Lebanese-Palestinian Dialogue Committee (LPDC) to enhance national dialogue on improving living conditions of Palestinian refugees and reinforcing Lebanese-Palestinian relationships represents a fertile ground for debating and developing such policies and framework. In order to facilitate this goal, clear and accurate information and data on living conditions and access to services in the gatherings will be compiled and shared with participating national key stakeholders. In this context, the establishment of a national observatory shall enable developing indicators, analyzing and monitoring living conditions in the gatherings and guiding policy discussions. Gender segregated data will be taken into consideration during this process.

Main activities under Joint Programme Output 1 include:

- Establish and maintain knowledge base on access to basic services in the informal gatherings (including Adjacent Areas) through the establishment of a national observatory.
- Provide policy options for the national framework addressing the living conditions and access to basic urban services of Palestinians living in informal gatherings (including the Adjacent Areas).
- Facilitate dialogue and consensus building, under the leadership of the LPDC, to agree on the key elements of the national framework, with key stakeholders at the national and local levels.
- Coordinate the endorsement of the proposed national framework by the Government of Lebanon.
- Provide technical assistance for the implementation of the relevant national framework.

Output 1 of the Joint Programme concurs with the priorities identified in the recent strategic plan and work of the Lebanese-Palestinian Dialogue Committee (LPDC). LPDC has most recently adopted the recommendations of the Universal Periodic Review (UPR)<sup>2</sup>, approved by Lebanon, as the basis of its Action Plan. Besides strengthening the capacities of LPDC, approved recommendations included improving the human rights and humanitarian situation for Palestinian refugees in Lebanon and financing projects such as the initiative launched by the Government in 2006 to improve living conditions in camps and 'similar initiatives to ensure a life in dignity for Palestinian refugees until the time of their return to their Palestinian homeland' (UPR, 2011). This national endorsement of improving the living environment of Palestinian refugees in Lebanon shall anchor the components of Output 1 within wider national efforts led by LPDC. The involvement of LPDC, as the national partner in this Joint Programme, will enable the development and endorsement of the national policies and institutional framework, through advocating enhanced living conditions and facilitating dialogue among national representatives and other concerned actors.

In the same context, an initiative to form a Working Group that gather international and national NGOs that work in the gatherings and Adjacent Areas was led by UNRWA as part of its Shelter Group Meetings. Being aligned with LPDC priorities, UNDP and UN-HABITAT has conducted a series of meetings with LPDC to enquire about its willingness to coordinate such a Working Group. Both LPDC and UNRWA welcomed the idea. The presence of such a coordinate Working Group on gatherings, including Adjacent Areas, will facilitate the kick-off and the operation of the National Observatory. NGOs active in the gatherings represent significant sources of information for the observatory and key contributors to its operation. In addition, experience sharing among these NGOs, particularly of methods used to respond to and overcome key challenges in the gatherings, would provide a solid base for future interventions including those designed by the different components of this Joint Programme.

**Output 2** aims at promoting dialogue and communication between Palestinian refugee communities and the Lebanese local authorities in areas that include Adjacent Areas, informal gatherings as well as refugee camps. For this purpose, a mapping of existing collaboration frameworks will allow for the strengthening or the establishing of such frameworks for implementing joint initiatives that would mainly enhance access to basic

<sup>2</sup> The UPR is a new mechanism created through the UN General Assembly on 15 March 2006 according to resolution 60/251 establishing the Human Rights Council itself; the process involves a review of the human rights records of all 193 UN Member States once every four years (PCM-LPDC, 2011).

urban services. UNDP and UN-HABITAT will provide necessary technical support, including coaching and assessments, throughout the process. Gender mainstreaming will be ensured through including women representatives in these committees.

Main activities under Joint Programme Output 2 include:

- Map existing mechanisms of interaction and analyze issues and concerns of relevant Palestinian and Lebanese stakeholders engaged in these initiatives, including in the area of service delivery.
- Facilitate the establishment and/or strengthening of these mechanisms in the targeted areas, on the basis of the mapping.
- Design and implement joint initiatives with concerned Lebanese and Palestinian stakeholders to improve service delivery.
- Build the capacity of local stakeholders to initiate, strengthen and sustain the collaborative mechanisms.
- Promote networking and experience sharing between Lebanese and Palestinian stakeholders engaged in these mechanisms.
- Strengthen linkages between these local collaborative efforts and the LPDC to facilitate problem solving and knowledge sharing.

**Output 3** constitutes the hardware component of the project and aims at improving access to basic urban services in the Adjacent Areas through upgrading projects, the implementation of service delivery interventions and the rehabilitation of infrastructure networks. In order to identify potential projects, UN-HABITAT and UNDP will conduct field work in collaboration and consultation with the local community representatives (Popular Committees, local committees, NGOs, etc.). Special attention will be given to including women and youth in these validation meetings. In order to guarantee the sustainability of results, selected community representatives will be trained to operate, manage and maintain implemented services and networks. In addition, awareness campaigns will target residents (including women) on viable approaches to access and improve the management of basic urban services.

Main activities under Joint Programme Output 3 include:

- Rehabilitate and upgrade basic urban services through selected infrastructure interventions.
- Strengthen the skill base of the residents of the Adjacent Areas for operating and maintaining basic urban services.
- Promote viable approaches to manage, and sustain access to basic urban services by the residents of Adjacent Areas.

**Output 4** addresses the municipalities that include Adjacent Areas within their boundaries and aims at bridging the urban divide and promoting inclusive governance and development at the local level. For this purpose, capacity building programmes will be designed, according to local needs, to enhance municipal competence in inclusive planning approaches and local development strategies, which would include the Adjacent Areas. Selected municipalities will be further assisted to produce local development plans.

Main activities under Joint Programme Output 4 include:

- Promote the role of municipalities to integrate Adjacent Areas within municipal and other local development plans.
- Support selected municipalities in the development of integrated plans responding to the issues faced by the Adjacent Areas.
- Strengthen synergies and collaboration among key local and international actors operating in the Adjacent Areas.

Throughout the planning and implementation of the Joint Programme, particular emphasis will be paid to **mainstreaming gender issues within its various key components**. For example, the national observatory that will be established will produce gender segregated data to further assess access to basic urban services for women, with a view to guiding policy discussions at the national level and the design of the local level initiatives. At the local level, women will be encouraged to take part in skill-base training to strengthen their involvement in the operation and maintenance of the basic urban services. Awareness campaigns will target women as specific users to strengthen their role in the maintenance of basic urban services, especially in the sectors of water, solid waste management and road networks. Particular attention will also be paid to ensuring the participation of Lebanese and Palestinian women groups and NGOs in the set-up and strengthening of local level frameworks of interaction and collaboration.

Finally, the Joint Programme and the main activities outlined in the Results Framework below will be designed and implemented, **taking into account conflict sensitive principles**. To this end, the Joint Programme will draw on the systematic mapping of issues, actors, and peace assets and perceptions at the local level, to identify the most appropriate approaches and methodologies to engage Lebanese and Palestinian communities. In addition, the support that the Joint Programme will provide to consensus building and policy dialogue will primarily focus on the provision of process design and the generation of joint knowledge which will assist with the identification of common ground among the key concerned stakeholders.

## **Risks and Assumptions**

### **At the Political Level:**

**Risks:** In Lebanon, initiatives that aim at improving living conditions of Palestinian refugees and providing them with an enhanced livable environment could be associated in political discourse with the fear of their permanent resettlement '*tawtin*'. This association could pose an obstacle to the realization of some project's components, especially at the national level, which aspire to develop adequate policies that enable Palestinian refugees to access better basic urban services and improve the quality of their lives.

**Assumptions:** At the national level, the Lebanese-Palestinian Dialogue Committee (LPDC) has shown commitment towards the objectives and activities suggested to be implemented within the context of this Joint Programme. Most significantly, the recommendations of the Universal Periodic Review (UPR) concerning Palestinian Refugee rights in Lebanon that were adopted by LPDC as the basis of its Action Plan were also approved and endorsed by the Government of Lebanon. Such political commitment represents an unprecedented approach undertaken by the Government of Lebanon to enhance relationships with the Palestinian refugee community and improve their living condition in the hosting country.

LPDC, through its role as a consultative inter-ministerial committee that gather official representatives at the national level, represents the optimal platform to advocate for the implementation of the approved recommendations and for raising awareness on living conditions of Palestinian refugees in the country. This could contribute to dissolving some of the fears from *tawtin* at a higher political level. This initiative will be also supported by UNRWA, who has expressed its commitment to the project's objectives and to facilitating advocacy efforts at the national level.

### **At the Institutional Level:**

**Risks:** At the local level, the weak capacities of municipalities and local Palestinian committees represent an obstacle towards the successful implementation of the more localized project components. Similarly, the lack of communication and coordination between the two entities, as well as the unequal interest of municipalities to intervene in the Adjacent Areas, compromise consensus building about the nature of common initiatives and the sustainability of implemented projects.

**Assumptions:** The Joint Programme will build on existing good practices of municipalities intervening in the Adjacent Areas and informal gatherings and building a sustainable relationship with the local Palestinian communities. Collaborating with Saida municipality represents a potential for successful pilot intervention that could be used to mobilize other municipalities and local actors. Facilitating dialogue with the regional public service agencies that already provide paid services in some gatherings and Adjacent Areas (such as EDL offices and the Water Authorities) could represent a positive example to municipalities and other actors.

In this context, the meetings intended to be conducted by LPDC to public service agencies, municipalities that include AAs within its domain and to the local representatives in these AAs and the camps they surround as part of a wider series of visits to Palestinian refugee camps and gatherings, will have a positive impact on identifying the main issues to be addressed by the programme to guarantee the involvement of all actors and responsiveness to their concerns. In addition, the Joint Programme includes a capacity building component through different outputs to build the capacities of municipalities and the local representatives of the Palestinian communities.

### **At the Programmatic Level:**

**Risks:** Risks related to programmatic aspects include possible shortage in funding, difficulty in implementing some project components or worsened security situation in the areas of implementation. The latter is particularly relevant in the case of Adjacent Areas around Ain el Helwe Camp, which has been witnessing some

conflicts and security incidents. The security situation is considered worse in some Adjacent Areas, for example in Tawari around Ain el Helwe.

**Assumptions:** To address programmatic risks related to shortage in funding and difficulty in implementing some project components (due to national or local resistance), the Joint Programme was structured along four main outputs that complement each other but that could be implemented separately as well, based on availability of funding and given priorities in each implementation area. Flexibility in the design of the programme activities gives the opportunity to reduce the number of physical upgrading projects, limiting the geographic scope of implementation, proceed with some components while putting others on hold until funding requirements are met. As such, donors will have the opportunity to fund the components, outputs and activities that most relate to their areas of interests and work plans.

The programme will be initiated by the implementation of two pilot projects in two areas, one around Ain el Helwe Camp in the South and one around Beddawi Camp in the North. This would provide an opportunity to consolidate lessons learnt from the pilot projects for further expansion and would guarantee the continuity of activities in case security situation worsened around one of the two selected camps.

### **Exit Strategy**

At the national level, the work of the National Observatory will be handed over to the LPDC, that will host the observatory from the beginning of the project and will be provided with the necessary equipment and expertise required to operate it. The platform provided by LPDC to gather national official representatives and relevant actors will provide the ground for sustaining the work of the observatory. This shall be strengthened by the declared LPDC mechanisms to follow-up on the approved UPR recommendations, which include the setting up of a 'Working Group' including - in addition to LPDC - representatives from the concerned ministries and Lebanese and Palestinian NGOs that took part to the UPR follow-up' (PCM - LPDC, 2011). The incorporation of NGOs in this working group will provide the observatory with committed sources of information and contributors to and beneficiaries of its work.

At the local level, the coordination mechanisms set in place as part of the Joint Programme will enhance the sustainability of implemented initiatives and projects that aim at enhancing dwellers access to basic urban services in the Adjacent Areas. This shall be enhanced by building the capacities of municipalities and local Palestinian actors during the implementation of the project. The involvement of LPDC at the local level would contribute to sustaining these coordination mechanisms and to linking them to each other and to the relevant national interventions and policies.

### **Resource Mobilization**

The Swiss Agency for Development and Cooperation (SDC) has committed USD 1,000,000 to the project. UNDP and UN-HABITAT have also explored several other avenues for funding and taken efforts to map the interest of different bilateral donors and organizations. A donor round table was held in the beginning of year to present the '*Investigating Grey Ares: Access to Basic Urban Services in the Adjacent Areas of Palestinian Refugee Camps in Lebanon*' study to the donor community in Lebanon and to introduce the project. Since then the UNDP and UN-HABITAT have been holding consultations with other possible bilateral donors.

Efforts were made to develop a comprehensive joint proposal for funding through the Peace Building Fund (PBF) in New York. The proposal was preliminarily approved and is currently in an advanced stage of the application process, and UNDP and UN-HABITAT expect to receive up to USD 500,000 for the project activities. Funds obtained through the PBF will be directed towards the implementation of project activities through a pass-through modality under the PBF umbrella.

Although there are no other commitments yet, some other donors have expressed interest in supporting the project and have conveyed their approval of the project methodology and view it as a key priority area for addressing the needs of Palestinian refugees. Resource mobilization efforts will continue and will be intensified during the coming months; UNDP and UN-HABITAT also believe that once the project is being implemented and shows concrete results in the adjacent areas through the pilot projects, other donors will feel more inclined in supporting the project. As some of the project objectives also align with the LPDC priorities, joint efforts for



resource mobilization are also being planned where the activities are complementary and on components that LPDC will be taking the lead. Simultaneously, UNDP and UN-HABITAT will be exploring the possibility of diversifying the sources for funding to the project.

**Table 1: Results Framework**

UNDAF (or other relevant framework) Outcome: By 2014, the socio-economic status of vulnerable groups and their access to sustainable livelihood opportunities and quality basic social services are improved within a coherent policy framework of reduction of regional disparities.		Joint Programme Outcome: Living conditions of the communities living in Palestinian gatherings (including Adjacent Areas of Palestinian refugee camps) improved, through enhanced access to basic urban services.						
JP Outputs	Participating UN organizations	Participating UN organizations	Implementing Partner	Indicative activities for each Output	Resource allocation and indicative time frame*			
	Participating UN organizations	Participating UN organizations	Participating UN organizations	Participating UN organizations	Participating UN organizations			
					Y1	Y2	Y3	Total

<sup>3</sup> In cases of joint programmes using pooled fund management modalities, the Managing Agent is responsible/accountable for achieving all shared joint programme outputs. However, those participating UN organizations that have specific direct interest in a given joint programme output, and may be associated with the Managing Agent during the implementation, for example in reviews and agreed technical inputs, will also be indicated in this column.

<p><b>Joint Output 1:</b> A national framework addressing the living conditions and access to basic urban services in the Palestinian informal gatherings (including Adjacent Areas) developed and implemented</p> <p><b>Baseline:</b> Lack of enabling policies to support national and local level engagement in informal gatherings (including Adjacent Areas).</p> <p><b>Indicators:</b></p> <ul style="list-style-type: none"> <li>- # of policies developed and discussed with relevant central government agencies.</li> <li>- National indicators to monitor living conditions of Palestinian refugees living in the informal gatherings (including adjacent areas) established and data produced.</li> <li>- # of consultative sessions held with Lebanese and Palestinian stakeholders to build consensus on proposed policy options.</li> <li>- Approval of the national framework by relevant national agencies obtained.</li> <li>- Action plan developed for the implementation of the national framework.</li> </ul>	<p><b>UNDP UN-HABITAT</b></p>	<p>LPDC UNRWA Relevant Ministries Public service providers (OGERO, EDL, etc) Palestinian Authority (Embassy) Municipalities Popular Committees</p>	<ol style="list-style-type: none"> <li>1. Establish and maintain knowledge base on access to basic services in the informal gatherings (including Adjacent Areas) through the establishment of a national observatory</li> <li>2. Provide policy options for the national framework addressing the living conditions and access to basic urban services of Palestinians living in informal gatherings (including the adjacent areas).</li> <li>3. Facilitate dialogue and consensus building, under the leadership of the LPDC, to agree on the key elements of the national framework, with key stakeholders at the national and local levels.</li> <li>4. Coordinate the endorsement of the proposed national framework by the Government of Lebanon.</li> <li>5. Provide technical assistance for the implementation of the relevant national framework.</li> </ol>	<p><b>USD 249,093</b></p> <p>UNDP: USD 124,821</p> <p>UN-HABITAT: USD 124,272</p>	<p><b>USD 207,165</b></p> <p>UNDP: USD 67,321</p> <p>UN-HABITAT: USD 139,844</p>	<p><b>USD 192,243</b></p> <p>UNDP: USD 81,821</p> <p>UN-HABITAT: USD 110,422</p>	<p><b>USD 648,501</b></p> <p>UNDP: USD 273,963</p> <p>UN-HABITAT: USD 374,538</p>
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<p><b>Joint Output 2:</b></p> <p>Collaborative mechanisms between Palestinian and Lebanese for improved service delivery strengthened and/or established in selected areas.</p> <p><b>Baseline:</b> Absence of collaborative mechanisms for improved service delivery.</p> <p><b>Indicators:</b></p> <ul style="list-style-type: none"> <li>- Analysis of existing collaborative mechanisms between Palestinians and Lebanese produced</li> <li>- # of collaborative mechanisms established.</li> <li>- # of joint initiatives implemented</li> <li>- Action plans to initiate and/or sustain collaborative mechanisms developed</li> <li>- # of joint sessions held gathering concerned local stakeholders, and national authorities (including the LPDC).</li> <li>- Best practices documented and disseminated at the national level.</li> </ul>	<p><b>UNDP</b></p>	<p>Municipalities Popular / Local Committees Residents of Adjacent Areas Palestinian and Lebanese NGOs UNRWA LPDC</p>	<ol style="list-style-type: none"> <li>1. Map existing mechanisms of interaction and analyze issues and concerns of relevant Palestinian and Lebanese stakeholders engaged in these initiatives, including in the area of service delivery.</li> <li>2. Facilitate the establishment and/or strengthening of these mechanisms in the targeted areas, on the basis of the mapping.</li> <li>3. Design and implement joint initiatives with concerned Lebanese and Palestinian stakeholders to improve service delivery.</li> <li>4. Build the capacity of local stakeholders to initiate, strengthen and sustain the collaborative mechanisms.</li> <li>5. Promote networking and experience sharing between Lebanese and Palestinian stakeholders engaged in these mechanisms.</li> <li>6. Strengthen linkages between these local collaborative efforts and the LPDC to facilitate problem solving and knowledge sharing.</li> </ol>	<p><b>USD</b> <b>173,023</b></p> <p>UNDP: USD 173,023</p>	<p><b>USD</b> <b>199,523</b></p> <p>UNDP: USD 199,523</p>	<p><b>USD</b> <b>198,523</b></p> <p>UNDP USD 198,523</p>	<p><b>USD</b> <b>571,069</b></p>
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<p><b>Joint Output 3:</b></p> <p>Access and management of basic urban services in Adjacent Areas improved.</p> <p><b>Baseline:</b> Inadequate basic urban services in Adjacent Areas.</p> <p><b>Indicators:</b></p> <ul style="list-style-type: none"> <li>- # of infrastructure projects completed in selected Adjacent Areas</li> <li>- Community based plans for operating and maintaining basic urban services developed and in use by the local communities.</li> <li>- Decreasing use of ad hoc and haphazard methods to access basic urban services by the communities</li> </ul>	<p><b>UNDP UN- HABIT AT</b></p>	<p>Residents of Adjacent Areas Local Committees NGOs Municipalities UNRWA</p>	<ol style="list-style-type: none"> <li>1. Rehabilitate and upgrade basic urban services through selected infrastructure interventions.</li> <li>2. Strengthen the skill base of the residents of the Adjacent Areas for operating and maintaining basic urban services.</li> <li>3. Promote viable approaches to manage, and sustain access to basic urban services by the residents of Adjacent Areas.</li> </ol>	<p><b>USD 499,783</b></p> <p>UNDP: USD 209,523</p> <p>UN- HABITAT: USD 290,260</p>	<p><b>USD 612,383</b></p> <p>UNDP: USD 281,523</p> <p>UN- HABITAT: USD 330,860</p>	<p><b>USD 594,183</b></p> <p>UNDP: USD 280,523</p> <p>UN- HABITAT: USD 313,660</p>	<p><b>USD 1,706,349</b></p> <p>UNDP: USD 771,569</p> <p>UN-HABITAT: USD 934,780</p>
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<p><b>Joint Output 4:</b> Selected municipalities are better equipped to engage in the improvement of living conditions of Adjacent Areas. <b>Baseline:</b> Limited municipal capacity, resources and know-how to respond to the issues faced by the Adjacent Areas.</p>	<p><b>UNDP UN-HABITAT</b></p>	<p>Selected Municipalities Local NGOs International NGOs Local Committees in Adjacent Areas UNRWA</p>	<p>1. Promote the role of municipalities to integrate Adjacent Areas within municipal and other local development plans. 2. Support selected municipalities in the development of integrated plans responding to the issues faced by the Adjacent Areas. 3. Strengthen synergies and collaboration among key local and international actors operating in the Adjacent Areas.</p>	<p><b>USD</b> <b>119,657</b> UNDP: USD 78,878 UN- HABITAT: USD 40,779</p>	<p><b>USD</b> <b>141,009</b> UNDP: USD 91,878 UN- HABITAT: USD 49,131</p>	<p><b>USD</b> <b>109,409</b> UNDP: USD 80,378 UN- HABITAT: USD 29,031</p>	<p><b>USD</b> <b>370,075</b> UNDP: USD 251,134 UN-HABITAT: USD 118,941</p>
<p><b>Indicators:</b> - Platform bringing together various municipalities created for experience sharing and outreach - # of coordination meetings facilitated by selected municipalities - # of integrated plans developed by selected municipalities.</p>							
<p>UNDP</p>	<p>Programme Cost **</p>			<p>586,245</p>	<p>640,245</p>	<p>641,245</p>	<p>1,867,736</p>
<p>UN-HABITAT</p>	<p>Indirect Support Cost**</p>			<p>41,037</p>	<p>44,817</p>	<p>44,887</p>	<p>130,742</p>
	<p>Programme Cost</p>			<p>455,311</p>	<p>519,835</p>	<p>453,113</p>	<p>1,428,259</p>
	<p>Indirect Support Cost</p>			<p>31,872</p>	<p>36,388</p>	<p>31,718</p>	<p>99,978</p>
<p><b>Total</b></p>	<p><b>Programme Cost</b></p>			<p><b>1,041,556</b></p>	<p><b>1,160,080</b></p>	<p><b>1,094,358</b></p>	<p><b>3,295,994</b></p>
	<p><b>Indirect Support Cost</b></p>			<p><b>72,909</b></p>	<p><b>81,206</b></p>	<p><b>76,605</b></p>	<p><b>230,720</b></p>

#### IV. Management and Coordination Arrangements

This Joint Programme is the result of the work of UNDP and UN-HABITAT which have joined their efforts and expertise to formulate a comprehensive and integrated strategy.

The programme will be chaired by a **Steering Committee**, which will provide strategic direction and ensure proper implementation of this initiative. In particular, the Steering Committee will perform the following functions:

- Provide overall guidance and direction to the Programme
- Ensure that adequate mechanisms are in place to guarantee the transparency and accountability as well as the efficiency of the Joint Programme operations;
- Build consensus around the Programme's strategies and planned results
- Provide advice when substantive changes are needed in the planned outputs, strategies or implementation arrangements;
- Assess performance, approve the Joint Programme work-plans and budget revisions;
- Approve the resource allocation;
- Provide guidance on other issues which may arise during the implementation of the Joint Programme.
- Review programme performance against the intended results, i.e. outcome and outputs.

The Steering Committee will be chaired by UNDP and co-chaired by Lebanese-Palestinian Dialogue Committee, and will include representatives from the Council for Development and Reconstruction (CDR), the Ministry of Interior and Municipalities (MoIM), UNDP, UN-HABITAT, UNRWA, as well as donors engaged in supporting this initiative (e.g. SDC). Other organisations may be invited to the meetings of the Joint Steering Committee, on a needs basis, as observers. The Steering Committee should meet regularly, at least every three months and whenever required. The proceedings of the meetings will be recorded.

UNDP will assume to role of the **Lead Agency** and will be responsible of coordinating with donors, government counterparts and other partners in order to ensure effective implementation of the programme, avoiding duplication with others working in the selected areas, and capturing lessons learnt from the programme. A designated focal point from the UNDP Crisis Prevention and Recovery Programme will be chairing the Programme Coordination Unit that will include three other representatives, the HABITAT Programme Manager (HPM), the Project Manager of the Joint Programme (UNDP) and a selected Project Officer (UN-HABITAT).

More specifically, the responsibilities of the Lead Agency include<sup>4</sup>:

- Taking the lead in monitoring and coordinating implementation of the JP activities;
- Provide overall coordination to the Programme, ensuring it remains within any specified constraints and in accordance with the results and resources framework;
- Ensure that the decisions of the Steering Committee are implemented;
- Exchange relevant information, share examples of best practices and consider any matters related to the enhancement and implementation of the JP;
- Together with other PUNOs, identify any significant challenges, risks and opportunities that may arise, and advise the Participating UN Organizations on appropriate action;
- Review and appraise detailed JP annual work plans and budgets, M & E framework and plan, substantive Programme or budget revisions and annual review reports, and make recommendations to the JP Steering Committee, as required;
- Analyze possible countermeasures/management actions to address specific risks and make recommendations to the JP Steering Committee as required according to the scope of the risk;
- Lead all Programme reviews, including the annual review exercises and evaluations;
- Consolidating narrative reporting prior to submitting to the Administrative Agent.

An illustration of the management structure of the Joint Programme is attached (Annex 3).

Project implementation will be carried out in close coordination between the Participating UN organizations (PUNOs) and other partners, as indicated in the narrative of the project, as well as with already established programmes in the concerned areas. In particular, this includes the Joint Programme on "Conflict Prevention

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<sup>4</sup> UNDP and UN-HABITAT will work jointly to coordinate and ensure successful implementation of the Joint Programme. However, UNDP will take the responsibility for the following tasks.

and Peace Building in the North of Lebanon”, which is funded by the MDG Global Fund, and brings together six participating UN agencies (UNICEF, UNDP, ILO, UNESCO, UNFPA and UNRWA) to support conflict prevention strategies in the North, in particular in relation to strengthening collaboration in the area of service provision between the Palestinian Camps of Beddawi and Nahr el Bared and surrounding municipalities. Given the participation of UNDP in both Joint Programmes, and the geographic complementarity of these two initiatives, attention will be paid to strengthen synergies and to facilitate the effective transfer of lessons learnt.

Participating UN Organizations will retain programmatic and financial responsibility for the implementation of their activities.

In addition, the PUNOs in this Joint Programme will ensure proper coordination with the UN Integrated Working Group on Palestinian Refugees, chaired by UNRWA and established in 2009 to strengthen the coherence of the UN system in Lebanon. In particular, UNDP and UN-HABITAT will share with the other UN agencies participating in the Integrated Working Group regular information on ongoing work, planned activities, and other important milestones, to strengthen the development of coherent approaches at the policy and operational level within the UN system.

## **V. Fund Management Arrangements**

The project has been designed and will be implemented as a Joint Programme, using the pass-through funding modality whereby the PUNOs have appointed UNDP Multi-Partner Trust Fund Office to perform the role of the Administrative Agent (AA)<sup>5</sup> for the Joint Programme.

**The Administrative Agent** will:

- Establish a separate ledger account under its financial regulations and rules for the receipt and administration of the funds received from the donors pursuant the Administrative Arrangement. This Joint Programme Account will be administered by the Administrative Agent in accordance with the regulations, rules, directives and procedures applicable to it, including those relating to interest;
- Make disbursements to Participating UN Organizations from the Joint Programme Account based on instructions from the Steering Committee, in line with the budget set forth in the Joint Programme Document.

UNDP was selected as the AA for the following reasons:

- The Volume of UNDP programme and financial resources administered by UNDP;
- UNDP is already the AA of the Lebanon Recovery Fund (LRF), a UNDG multi-donor trust fund established after the July 2006 war, and the AA of the UN Joint Programme ‘Conflict Prevention and Peace Building’ funded by the MDGF.

Each **Participating UN Organization** assumes complete programmatic and financial accountability for the funds disbursed to it by the Administrative Agent and can decide on the execution process with its partners and counterparts following the organization’s own regulations.

PUNOs will establish a separate ledger account for the recipient and administration of the funds disbursed to them by the Administrative Agent.

PUNOs are entitled to deduct their indirect costs (7%) on contributions received according to their own regulations and rules, taking into account the size and complexity of the particular programme.

Subsequent installments will be released in accordance with Annual Work Plans approved by the Steering Committee.

**The transfer of cash to national implementing partners** will be done in accordance with the rules and regulations of the PUNOs. MoU will be signed with implementing partners indicating the periodicity and modality for transferring cash, as per existing agreements. The UN rules and procedures for the implementation of the project will apply and all payments will be authorized by UN-HABITAT through the UNDP country office.

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<sup>5</sup> The Administrative Agent will charge 1% administration fee for performing the AA functions.