The Palestinian National Unity & Social Cohesion Project

October 2014
United Nations Development Programme
Programme of Assistance for the Palestinian People

Project Document

Programme Title: The Palestinian National Unity & Social Cohesion Project
UNDAF Outcome/Output:
Output 2.3: Palestinians in the oPt (including through CSOs and the media) are increasingly able to advocate for their rights, exercise public oversight and participate in policy and decision-making (including through elections).

Executing Entity: UNDP/PAPP
Implementing agencies: UNDP/PAPP in Cooperation with Palestinian Line Ministries, the National Spatial Planning Unit, Local Authorities, and Palestinian CSO’s.

Programme Brief:
The recent devastating war on Gaza, the Hamas-Fatah reconciliation process and the formation of a National Consensus Government enables UNDP/PAPP to re-engage on critical development issues that focus on recovery and reunification within the whole of the occupied Palestinian territory (oPt). This project has two strategic goals to achieve. The first is to support the Palestinian governmental institutions to be able to reunify its institutions, ensure local authority capacities are sufficient to provide effective service delivery, and that planning in the oPT is done in a spatial and integrated manner. The second goal is to strengthen conflict management capacities and promote activities in support of social cohesion and the reconciliation efforts.
The project aims at anchoring national unity and social cohesion throughout the Palestinian society through support to consolidated governance mechanisms, social reconciliation, and enhanced civic engagement.

Outcome: National unity and social cohesion throughout Palestinian society is strengthened through support to a consolidated public administration and enhanced social cohesion.
Output 1: The reunification and strengthening of national and local Palestinian institutions in Gaza is supported in social sectors considered critical for managing effectively the recovery effort.
Output 2: Capacities and processes within Palestinian society, including civil society organizations are strengthened to promote reconciliation, enhance social cohesion, and inclusive political participation.

Programme Period: 12 months
Programme Title: National Unity and Social Cohesion
Project ID: 00092109
Award ID: 00083801
Management Arrangement: Direct Execution
LPAC meetings see page 3

Total resources required USD 11,139,750
Total allocated resources:
- TRAC USD
- Donors (BCPR) USD 1,639,750
- Unfunded budget: USD 9,500,000

Agreed by (UNDP):
A. SITUATION ANALYSIS

1. Background

In early July 2014 tensions between Israel and Palestinians once again escalated and developed into a full-blown military confrontation between Israel and Palestinian factions in the Gaza Strip. The conflict which ended with an open ended ceasefire after 50 days of intense fighting in late August claimed the lives of an estimated 2,104 Palestinians, of which 1,412 are categorized as civilians, including 495 children. In addition, about 10,224 persons were injured, 18,000 homes that housed 105,000 persons were destroyed, and basic infrastructure such as water and electricity has been devastated. On the Israeli side, 73 Israelis were killed, 66 of which were soldiers.

The escalation of violence in and around the Gaza Strip was not least the result of a weakened Hamas and an equally weak National Consensus Government, who were unable, for a range of reasons, to control militant factions outside. The violence and the suffering associated with it demonstrate the urgency of reintegrating and consolidating the Palestinian government apparatuses in the West Bank and the Gaza Strip in order not to create a vacuum that extremist groups and factions are eager to fill, a step that would likely damage longer-term prospects of national unity and have even more disastrous consequences for Gaza’s hard hit population. UNDP/PAPP thus needs to demonstrate commitment towards consolidating reconciliation and social cohesion following the current round of hostilities in order to stabilize the National Consensus Government throughout the West Bank and the Gaza Strip and allow Palestinians to rebuild their livelihoods and chose their future political path through democratic elections, as agreed on in the Beach Camp reconciliation agreement between Fatah and Hamas.

The long-term strategy of UNDP/PAPP is to support the realization of a two-state solution to the Israeli-Palestinian conflict in line with relevant UN GA, UN SC and Middle East Quartet resolutions. Palestinian national unity and reconciliation is widely viewed as prerequisite for the realization of the State of Palestine within the framework of a two-state solution. Accordingly, the formation of a National Consensus Government on 2 June 2014 was widely welcomed, including by the UN Secretary General\(^1\). The statement attributable to the UN Secretary General states that, "the United Nations stands ready to lend its full support to the newly formed government in its effort to reunite the West Bank and Gaza, in line with the intra-Palestinian unity agreement of 23 April, under one legitimate Palestinian authority, including by addressing the serious political, security, humanitarian and economic challenges in Gaza, and holding long overdue elections."

In order to implement this approach and support the reunification of the West Bank and Gaza Strip, and until a longer-term strategy for the programmatic response to the current fragile and uncertain political situation can be developed, this project allows launching certain critical activities in support of a longer-term national unity strategy. The project will also help increase the Palestinian government's options for dealing with post-reconciliation challenges related to establishing a consolidated civil service and public administration. Finally, this project will assist greatly in leveraging more resources for reconciliation and national unity.

Since the inception of the Palestinian National Authority (PNA) in 1994 the political and security framework conditions have been characterized by crisis and crisis management. While the main

\(^1\) Statement attributable to the Spokesman for the Secretary-General on the announcement of a Palestinian Government of National Consensus, New York, 3 June 2014;
fault line is the Israeli-Palestinian conflict, the approach to dealing with this existential conflict, from a Palestinian perspective, has created a secondary fault line within Palestinian society. The main protagonists in the intra-Palestinian conflict have been Fatah and Hamas, whose rivalry dates back to the first Intifada but deteriorated following the establishment of the PNA. After the 2006 Palestinian Legislative Council elections which Hamas won, a long series of armed clashes between Hamas and Fatah broke out which culminated in the civil-war like events of June 2007 in the Gaza Strip, which have separated Palestinian society, as well the institutional set-up of the Palestinian government.

The recent developments in the intra-Palestinian reconciliation process, including the formation of a National Consensus Government on June 2, 2014, are a prerequisite for the potential realization of a sovereign Palestinian state within the framework of the two-state solution to the Israeli Palestinian conflict. The reconciliation process takes place in a highly fragile environment as recent outbursts of violence and armed conflict have demonstrated. At the same time the process of national reconciliation clearly has opponents within the Palestinian political spectrum, especially within Fatah and Hamas.

Despite internal and external opposition, the reconciliation process would provide an opportunity to push forward the Palestinian statehood agenda and rebuild a consolidated civil service/public administration for the State of Palestine. At the same time the nascent reconciliation process needs to be accompanied by measures to strengthen social cohesion. The then de-facto authorities in the Gaza Strip hired some 48,000 staff between June 2007 and June 2014. The potential for absorbing civilian staff hired by the de-facto authorities into a national civil service is currently being studied by the Government through the Legal and Administrative Committee and is linked to a wide range of challenges. The challenges for the absorption of the security personnel are even more profound and have not yet been touched upon. It is, however, clear that eventually the realization of the Beach Camp Agreement of 23 April 2014 and the subsequent formation of a National Consensus Government will necessitate a fiscally sustainable and consolidated civil service/public administration capable of providing basic services in an efficient manner. In the same context the Government will need to define truly national development priorities, as the National Development Plan 2014-16 was drafted before the Beach Camp Agreement and does neither reflect Gazan development needs, nor opportunities in the coastal enclave.

The internal violent conflict in the Gaza Strip between April 2006 to June 2007 left at least 511 people dead, around 3,000 injured and left a big scar in the Palestinian society. Torture, politically motivated arrests, demising of public civil servants due to political affiliation, and closure of civil society institutions are some of the results of the lack of rule of law and accountability following the split between Hamas and the Fateh led security forces. Families of the victims are still waiting for justice, some even waiting for revenge, while society at large has been polarized as a result. The recent events have certainly taken away communities’ attention from old feuds dating from the internal conflict, but this does not mean that the latter have been solved in the meantime or are not relevant anymore. The need for a social reconciliation process to proceed in tandem with the political reconciliation process remains this present, especially in Gaza.

On the economic and livelihood front Palestine has witnessed a decline of the per capita GDP in 2013, largely as a result of Israeli restrictions, political uncertainty and decreased donor funding levels. In the Gaza Strip even real GDP has declined in Q1 2014. At the same time unemployment in the Gaza Strip increased to a staggering 40.8% (based on ILO definition), implying that the Egyptian closure of the tunnels, combined with the Israeli blockade, has now fully impacted the Gazan economy. Based on the more realistic relaxed definition of unemployment (taking into account discouraged potential labour force participants) the unemployment figure in the Gaza Strip stood at almost 44% in Q1 2014. Import opportunities are limited and permitted exports are totally
negligible, which leaves the Gazan economy isolated from the outside world and artificially perpetuates severe patterns of extreme poverty. It is expected that economic and livelihood indicators have deteriorated further as a result of the recent war. The isolation of the Gazan economy has commenced in the late 1980s and was further intensified in 2002/2003. The current pattern of collective economic blockade was imposed in mid-2006 and is unlikely to change for the better anytime soon though the recent war has once again highlighted the unsustainable situation in the Gaza Strip.

Prior to the war, the nascent reconciliation process and along with it the process of reunification of the civil service and public administration, already witnessed a number of set-backs, such as the pending wages for staff employed in the Gaza Strip by the former de-facto government as well as the inability to roll out a unified government policy in the Gaza Strip.

The problems around absorption of Gazan pre-June 2007 civil servants and post-June 2007 civil personnel into a consolidated civil service are only one aspect of broader reunification of the public administration, but have the potential to derail overall reconciliation. Following the formation of the National Consensus Government the 43,000 staff hired by the then de-facto government did not receive salaries, while their PNA-employed counterparts in the Gaza Strip did receive salaries. This has aggravated tensions in the Gaza Strip and led to skirmishes in front of cash machines. Banks and ATMs were closed down following these incidents. More recently the international community has started to internalize the implications of not paying Gaza’s civil personnel hired by the de-facto government. Key international political stakeholders have reversed their position by 180 degrees and are now actively pushing for the National Consensus Government to support payment for civil personnel in Gaza, pending the determination of their status. Accordingly international stakeholders are finalizing a mechanism for the payment of civil personnel in the Gaza Strip. While such a mechanism is important it can only be a bridging approach supporting the efforts of the National Consensus Government to reconsolidate the civil service and the wider public administration.

There is a broad understanding within the National Consensus Government and international partners that within the process of reunifying the public administration, civil service reintegration in Gaza needs to be fast tracked in order to determine the status of tens of thousands and personnel hired by the former de-facto authorities and in order to reintegrate existing civil servants into active duty. With the many difficult issues facing the actual achievement of Palestinian reconciliation, Israeli government policy has been adamantly against the reconciliation agreement and a number of steps were undertaken in order to prevent its success, such as the imprisonment of Hamas affiliated PLC representatives and curtailing movement of Palestinian West Bank officials.

In addition and to further complicate matters, the outbreak of war in Gaza and its impact is still to be determined precisely but it is bound to be huge. First of all, the massive destruction suffered by public administration facilities constrains even the most basic functionality of the public sector entities that were slated to undergo reunification first (Health and Education). Second, the criticality of ensuring that no staff employed by the de facto authorities lose their livelihoods as a result of the reunification is even higher than before, given the disastrous state of the economy after the conflict. Third, the immense effort required from the Palestinian public administrations to rebuild Gaza in the years to come affects the previous projections made in terms of needed workforce. Fourth, the post-conflict situation also calls for redoubling of efforts to not only consolidate workforces, but also improve the overall public sector effectiveness in order to meet the daunting challenges of Gaza’s reconstruction and long-term sustainable development.

It will be extremely urgent that the National Consensus Government immediately take on the reigns of governance in Gaza and lead the rebuilding process. Failure to do so will have negative consequences on not only reunifying governmental structures and systems, but also the overall
reconciliation process. For this reason, this project will be important stepping stone to support and ensure that reunification and reconciliation move forward in tandem in a positive and constructive manner. UNDP’s impartiality and its broad spectrum of capacities, including its strong relationship with Palestinian society places it in a strategic position to assist in ensuring that both outputs outlined in this project achieve the results that are targeted.

2. Programmatic Entry-Points

The recent Hamas-Fatah reconciliation process and the formation of a National Consensus Government, despite all its challenges and set-backs, enables UNDP/PAPP to re-engage on critical development issues within the whole of the oPt. The reunification of the State of Palestine requires strengthened social cohesion, coherent national planning, as well as a consolidated civil service and public administration. A slow-paced reunification risks compromising the objective of providing a rapid effective response for the huge challenge of rebuilding Gaza and helping its inhabitants recover their livelihoods. The proposed project will therefore support consolidation of the civil service in public administration areas deemed critical for the reconstruction, national development and Gaza recovery, priority-setting and planning, resource mobilization, conflict management capacities at national and sub-national levels, capacity development of civil society to support the reconciliation efforts, reinforce tolerance, and strengthen social cohesion vertically and horizontally.

The project proposes to support three immediate key priorities of the National Consensus Government as identified in the reconciliation agreement:

- To follow-up and steer Gaza development needs.
- To resolve the civil and administrative problems that resulted from the division.
- To unify PNA institutions in the West Bank and Gaza Strip.

Other important but longer term priorities such as resumption of the activities of the Palestinian Legislative Council (PLC) and elections will be supported by UNDP/PAPP at a later stage.

Support to national unity and social cohesion is one of the key programmatic areas in the new UNDP Programme Framework for PAPP as identified in a recent Conflict and Development Analysis workshop and subsequent programming process at the PAPP CO, supported by BCPR.

The previous "Support Governance for Palestinian Statehood" programme, supported by BCPR, has solid partnerships and results that the current programme can build upon:

- UNDP/PAPP, in cooperation with Switzerland, has conducted a study that assesses modalities for the reintegration of civil servants in the health and education sectors who have been out of work for political reasons. The study, which was finalized in December 2013, reviews the legal framework and the human resource requirements for both sectors in light of population growth. Based on this assessment it provides a range of concrete actions for reintegration, which are tailored to political scenarios. UNDP/PAPP has presented the study to the Prime Minister, who provided extremely positive feedback and asked UNDP/PAPP to support further research assistance to the consolidation of the civil service and public administration based on the model of this study. The methodological framework that can be applied to other sectors (horizontal expansion), as well as to consolidating public administration and the administrative legal harmonization beyond the civil servants (vertical expansion). The expansion of this study, as requested by the Prime Minister, will form one of the pillars under the project outlined below.
UNDP/PAPP supported a group of Gazan experts and civil society leaders to produce a long-term vision for the Gaza Strip, which will be followed-up by shorter term development planning. This intervention will thus support planning for the reconstruction of the Gaza Strip following the formation of the National Consensus Government and the several rounds of heavy bombardments inflicted since 2008.

UNDP/PAPP has supported, jointly with UN-HABITAT, the Palestinian National Spatial Planning process, led by the Ministry of Planning and Administrative Development (MoPAD). The first national spatial plan, a protection plan for natural resources and archeological sites, has been approved by the cabinet and this plan, as well as future spatial plans will form the basis for informed local, regional and national planning exercises. Spatial planning has thus become a critical tool for development planning. In the context of this project spatial planning will have an important role to play in support of reconstruction efforts for the Gaza Strip.

UNDP/PAPP has carried out an in-house study on legal harmonization between the West Bank and the Gaza Strip. UNDP/PAPP has furthermore contracted a study to assess Public Finance Management trends in Palestine, including macro-fiscal implications (challenges and opportunities) of reconciliation/reintegration.

UNDP/PAPP has been involved in reconciliation issues for the past two years in the Gaza Strip, notably through its partnership with the Carter Centre, the Arab Thought Forum, universities, etc. UNDP/PAPP has helped to build bridges between the internationally recognized Government of the State of Palestine and the de-facto authorities in the Gaza Strip, in particular on issues related to national planning and coordination, such as in the preparation of the Palestinian National Early Recovery and Reconstruction Plan for Gaza (PNERRP) and the One Year after Report. UNDP/PAPP also collected information from Gaza's de-facto authorities on reconstruction priorities for the elaboration of a Gaza Reconstruction Action Plan by the internationally recognized Government of the State of Palestine.

Ongoing initiatives related to UNDP’s work with political parties, community leaders, youth, and former prisoners will also be important entry-points for efforts to support national unity and social cohesion. UNDP/PAPP is a well-known and respected institution among the Palestinian population, both in West Bank, Gaza Strip and East Jerusalem. It has a wide network of contacts within civil society organizations, whether service delivery oriented NGOs, policy advisory or human rights organizations. These CSOs look at UNDP/PAPP as a key partner for their own engagement in the reconciliation process. UNDP/PAPP is an impartial organization with no partisan interest in the issue of community reconciliation. This can facilitate a wider convening capacity and solve sensitivities from several population sectors.

All of this places UNDP/PAPP in a strong position to expand its engagement related to strengthening national unity. Its past engagement and its strong presence in the West Bank and Gaza Strip has positioned UNDP/PAPP as one of the very few development partners which has engaged in real and concrete efforts for a resolution of the internal conflict as a necessary and strategic step in order to secure a final solution to the Palestinian Israeli conflict.

3. Strategy

This project seeks to promote national unity & social cohesion through a two-pronged approach:

1. At the institutional level, UNDP/PAPP will support the Palestinian National Consensus Government in re-integrating Palestinian civil servants into a unified institutional structure,
starting with priority sectors relevant to early recovery efforts. In addition, in the aftermath of the war, UNDP/PAPP will support local governmental units (LGUs) in Gaza to restore full delivery of municipal services and handle the reconstruction of public infrastructure and buildings. This will be done by strengthening their capacity to plan and implement the recovery process collectively (meaning with community participation and as clusters of municipalities) with a view to establish a foundation for sound area-based development in the future. This will be done in parallel with UNDP’s support to completing the National Spatial Planning process for Gaza, using the vision developed in the recent UNDP-sponsored Gaza Visioning project. This activity will empower municipalities and the PA to take urgent spatial planning measures in Gaza in order to guide the upcoming reconstruction towards the long-term vision of a territory embracing sustainable development principles.

2. At the societal level, UNDP/PAPP will support activities geared towards strengthening social cohesion in order to narrow the rift within Palestinian society resulting from years of internal conflict and division.

While the recent escalation of violence in the summer of 2014 may have undermined the fragile trust among Palestinian political stakeholders, it has possibly further united Palestinian citizens and thus prevented the unraveling of the National Consensus Government.

The below paragraphs give more details on the programmatic components of the project. UNDP/PAPP is keen on providing strategic policy advice and support to move forward both the Gaza rebuilding and overall Palestinian reintegration and reconciliation efforts.

First component:

For supporting the consolidation of Palestinian public administrations in Gaza UNDP/PAPP will build on the methodology of the study conducted by SwissPeace in cooperation with UNDP in 2013 for the health and education sectors. UNDP/PAPP will provide concrete options for consolidation in sectors prioritized by the Government, while fast-tracking civil service reintegration, and thus feed into the work being conducted by inter-ministerial committees related to consolidating the civil service. UNDP/PAPP will also offer options for reorganizing the public administration machinery in a way that better responds to Palestinian realities and demands and, mostly, the immediate challenge of steering the recovery in Gaza in the right direction. As such, capacity assessments and functional analysis of key social sector public institutions will be undertaken. The support of UNDP/PAPP needs to ensure that the consolidation of the civil service and public administration do not harm women's rights, women's empowerment and gender equality commitments. To ensure consistency with Gender Mainstreaming and Women's Empowerment (GEWE) goals UNDP/PAPP plans to recruit the services of a specialized individual, NGO, or university department to accompany the work on consolidating the civil service and public administration from a gender perspective.

UNDP/PAPP will work closely with Gaza municipalities and in coordination with the Ministry of Local Government and the Municipal Development and Lending Fund (MDLF) to determine their immediate logistical, financial and technical capacity requirements in the aftermath of the war with the goal of restoring their capacities to provide municipal services and organize the reconstruction in a strategic manner, in line with the long-term development vision for Gaza. Based upon the results, a priority list of capacity development activities with a specific focus will be undertaken. Moreover, and if requested, UNDP/PAPP will make available the placement of an Area Based Recovery Advisor to provide technical assistance to the Palestinian Inter-ministerial committee for Gaza’s recovery established in the aftermath of the war that is headed by the Ministry of Economy.
and Ministry of Finance to support the development of a strategy and pilot system for area based recovery and planning for three clusters of municipalities in Gaza (North, Center and South).

Related to the above, the project will build on the achievements of the National Spatial Planning Department in producing sectorial spatial plans that feed into local, regional and national development planning for the state of Palestine. Such plans are essential for any area-based recovery and planning schemes for Gaza as they help direct crucial policy and planning decisions pertaining to the reconstruction but participating as well directly to the future vision of Gaza 20 or 30 years from now. This relates, for example, to the transportation, water and communication networks, the areas reserved for housing developments vs. for agricultural or industrial use, the management of solid and liquid wastes, the location of schools, health centers and other basic service facilities, etc. It will be more important than ever to tie the results of the Gaza visioning exercise with the National Spatial Planning process, and to make sure that the result of this guides the reconstruction and recovery of the territory in the aftermath of the war.

Also under this component, a series of workshops focusing on important Governance issues that will need to be addressed in the reunification process, such as the PLC, elections, revenue collection, institution re-unification, will be held both in the West Bank and Gaza Strip. The purpose of these workshops are to support Palestinians in developing concrete action plans with timetables to further support the reunification process.

The activities listed above will encompass the development of guidelines and knowledge products, since the Government currently lacks the ability to produce such knowledge products to support its work and since this support has been explicitly requested by the Prime Minister. The implementation and follow-up to the knowledge products will be pursued in cooperation with third parties and will depend on the recommendations outlined in these knowledge products.

Component #2:

The occupied Palestinian territory (oPt) has experienced extreme geographic fragmentation as a result of the occupation. This fragmentation has been aggravated by the political split of June 2007 between the West Bank and the Gaza Strip, which has also led to a deep rift within Palestinian society, especially in the isolated and impoverished Gaza Strip. The political reconciliation agreement of 23 April, 2014 was a vital prerequisite for ending years of division and overcoming the domestic, intra-Palestinian fragmentation. The political process, however, will need to be complemented by a bottom-up approach in which, based on the political process, the competing segments of Palestinian society enter into an inclusive dialogue process on past events and grievances to agree on shared visions for the oPt and, on resolving societal conflicts through democratic and peaceful means. Both approaches, the political top-down process and the societal bottom-up process, are interdependent and can either create a virtuous or a vicious cycle.

UNDP/PAPP intends to strengthen social cohesion and support the bottom-up political reconciliation process by engaging civil society, ex-detainees, youth forums, women’s organizations and religious figures in dialogue, outreach, advocacy and monitoring processes in support of broad-based reconciliation. UNDP/PAPP believes that a broad-based reconciliation process that becomes entrenched in Palestinian society will be catalytic for political-level reconciliation and thereby decrease the intra-Palestinian fragmentation of the oPt. A unified and democratically legitimized political leadership, a consolidated civil service and public administration, and a society which is politically engaged and able to resolve political disputes through peaceful means are also the conditiones-sine-qua-non for the realization of statehood.
Specifically, UNDP/PAPP intends to strengthen the capacity of civil society groups and coalitions to address grievances, agree on common future visions and perspectives, as well as apply peaceful conflict resolution mechanisms at the community level. Ideally this intervention will also result in the establishment or building on (such as camp committees) of community-based mechanisms which would address and manage disputes at an early stage in a non-violent manner. Moreover, the project aims at connecting such grassroots groups of engaged citizens and activists to political decision-makers and thereby directly influence the climate for political reconciliation positively. The project also aims at affecting perceptions on and support for reconciliation within Palestinian society. Towards this goal the project aims to engage religious figures and authorities in order to create a conducive environment for social reconciliation. Furthermore, UNDP/PAPP intends to engage with CSOs and youth groups in monitoring the reconciliation process at different levels and in disseminating monitoring reports through media and social networks in order to build-up positive pressure on decision-makers.

Lack of political participation in decision making has been identified as a factor in conserving narrow party interests and in leading to political fatigue. Thus the project aims to broaden participation in political life and to support a stronger role for youth and women in decision making processes. Lastly, the project will conduct a series of psycho-social events with the aim of strengthening national identity.

While specific project components will have a focus on women, it is clear, however, that the whole approach to social cohesion needs to build-in specific supportive action to allow for meaningful participation of women, especially in the conservative context of the Gaza Strip. Such mechanisms need to be outlined jointly with the civil society partners and build on their local expertise.

The support to social cohesion has a particular focus on the community level in the Gaza Strip, where political rifts have been especially wide as a result of intra-Palestinian violence. In the Gaza Strip, UNDP/PAPP has already conducted consultations with elected youth groups and civil society coalitions that can act as potential partners in the support for social cohesion. The project, however, also encompasses national social cohesion components, such as the monitoring process for reconciliation, the outreach activities aimed at affecting perceptions on reconciliation, and the psycho-social activities, as these are necessary to counter the strong intra-Palestinian fragmentation between the West Bank and the Gaza Strip.

The project will be implemented in coordination and cooperation with Palestinian Public Institutions, including local authorities as well as the Social Reconciliation Committee, Inter-ministerial Committee established in the aftermath of the Gaza war, refugee camp popular services committees, ex-detainees, and other Palestinian Civil Society Organizations.

As mentioned above the two approaches are complementary and mutually reinforcing. The various activities relate to each other in the following manner:

- Dialogue on governance issues related to reconciliation, including development planning, elections and the electoral law, will impact progress on social cohesion and provide an

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2 Political reconciliation and the consolidation of the civil service and public administration can be considered the top-down approach to reconciliation, while social cohesion reflects the bottom-up approach. Both approaches are interdependent and can either create a virtuous or a vicious cycle. As such progress on the political and public administration level will likely increase motivation at the societal level, while stalemate at the political level will likely frustrate social cohesion efforts. The critical tasks for the National Consensus Government, as identified by the parties in the reconciliation agreement of 23 April, 2014 are elections and the reconstruction of the Gaza Strip. Hence, development planning and electoral issues can create consent or friction, and thus impact social cohesion. Consensus around the modalities for new national elections and for the reconstruction of the Gaza Strip will signal to the people that reconciliation is being anchored within actual political and legal processes. Dialogue around elections is especially important as elections will bring about renewed legitimacy, the absence of which has been a source of conflict.
indication on the readiness of the parties to translate agreements into concrete legal and administrative action.

- Support to spatial planning will enhance economic planning capacities at the local, regional and national level and thereby feed into local economic development.
- Area Based Recovery will support local authorities to work in an integrated manner to improve the livelihoods of their citizens and social cohesion can be strengthened through strategic community interaction with an area based approach.
- A consolidated civil service and public administration will be a major indication about progress towards restoring national unity and thus positively affect social cohesion interventions.
- Social cohesion interventions, such as a societal monitoring mechanism for reconciliation facilitated by CSOs and youth organizations, support by religious scholars for reconciliation, bottom-up reconciliation efforts at the local community level, etc., in turn will create stimulus and pressure on the political actors to fully implement commitments on reconciliation, particularly those related to a consolidated civil service and public administration, to economic reconstruction in the Gaza Strip, and to elections.

Given the financial limitations and the central importance of supporting national unity efforts from a governance, social and economic angle, this project will be complemented by a separate project currently being developed to support immediate economic empowerment and employment generation, particularly in the economically deprived Gaza Strip. Furthermore, more explicit and longer term interventions related to the NSP, Public Financial Management, the Palestinian Legislative Council, Elections, and Area-Based development will be addressed in separate project approaches.

Palestinian expatriate nationals (TOKTEN) with specialized professional and technical skills will be called upon to bring much needed technical and professional skills to support both components to support urgent recovery and development needs primarily in the wake of the war on Gaza. Also TOKTEN consultants will be asked to conduct specialized training and workshops, including young graduates & university students, on a variety of skills in order to increase further the transfer of knowledge.

Exit Strategy:

This project will be the catalyst for greater UNDP/PAPP involvement in various realms of both public administration reform and planning at the national and local level. Moreover, it will open a range of possibilities for the reconstitution of the Palestinian Legislative Council. In addition, it would be an appropriate time to also conduct similar rapid diagnostic assessments in West Bank local authorities. It will also be impetus for longer term recovery and development efforts in the state of Palestine. By laying the foundations, we will be able to maximize on our relations with our Palestinian partners and various donors to support long term development horizons.

In addition, to the above, our work in reconciliation and political participation will bring the Palestinian people closer together in support of a common vision. We will continue to work to build on our previous and planned efforts in this project to improve the lot of marginalized groups such as women and youth in decision making processes.

A number of project concepts have already been developed to support this longer term development visioning in the realm of Governance. Already, UNDP is presenting concepts to complement this project through the 2 year early recovery plan for Gaza in the aftermath of the war that is being
4. Project Outcome and Outputs

Fully in line with the approach of the UN Secretary General, UNDP/PAPP's objective is to support the reunification of the West Bank and Gaza Strip under the umbrella of one single legitimate Palestinian government, by addressing the following complementary and mutually reinforcing dimensions:

- consolidation of the civil service and public administration,
- address challenges related development & spatial planning for a reintegrated Gaza,
- elevating local governance area based recovery & planning mechanisms,
- strengthen social cohesion, with an emphasis on the community level in the Gaza Strip,

The "the Palestinian National Unity & Social Cohesion" project will allow for conducting catalytic activities in order to respond to immediate information and capacity gaps of the Government, and will empower civil society to support the ongoing reconciliation process and the longer-term defragmentation of the state of Palestine. The project is built around the following outcome and its related two key outputs:

**Outcome**: National unity and social cohesion throughout Palestinian society is strengthened through support to a consolidated civil service/public administration, planning & recovery and enhanced social cohesion.

**Output 1** The reunification and strengthening of national and local Palestinian institutions in Gaza is supported in social sectors considered critical for managing effectively the recovery effort.

**Output 2** Capacities and processes within Palestinian society, including civil society organizations are strengthened to promote reconciliation, enhance social cohesion and inclusive political participation.

All activities will make the point to reinforce ties between the West Bank (including East Jerusalem) and the Gaza Strip. In addition, the outputs will be complementary, mutually reinforcing, and integrate an institutional approach (output 1) with a community-based approach (output 2). At the same time the project outputs address immediate priorities (social cohesion, output 2) along with medium-term priorities (consolidated civil service/public administration, spatial planning under output 1).

**Output 1** The reunification and strengthening of national and local Palestinian institutions in Gaza is supported in social sectors considered critical for managing effectively the recovery effort.

Activities under this output include:

- Establishment of a Technical Support Unit (TSU) to provide assistance to the Legal and Administrative Committee, or other designated Government bodies, on consolidating the civil service in the Gaza Strip;
- Diagnostic studies of reintegrating institutions and harmonizing related administrative legal frameworks in at least three sectors, including an in-depth analysis of implementation options for reintegration in the health and education sectors based on a previous assessment study (including the recruitment of an international expert)
- Support to reintegration pilot activities as recommended by Legal and Administrative Committee on reintegration of civil servants and civil personnel (e.g. training, reintegration of electronic systems, SoPs, etc.)
- Support the implementation of capacity assessments and functional analysis in at least three public institutions that provide social services as part of the reintegration exercise. This will include an action plan for implementation.
- Implement at least twelve (12) technical workshops (six each in the West Bank and Gaza Strip) and a final conference on governance needs and challenges related to reconciliation and the aftermath of the war (including revenue potentials, planning requirements, sustainable civil service reintegration, reconvening the PLC, legal and judicial unification, as well as challenges related to elections)
- Undertake a rapid diagnostic assessment of capacities in various departments of the 25 Gaza municipalities, including: planning and budgeting, revenue generation, engineering, procurement, service delivery, information technology, strategic communications and human resources management. Their ability to develop partnerships with the private sector and CSOs will also be researched.
- Based on the assessment, a fast track assistance programme will be designed to safeguard existing capacities and restore lost capacities with a view to restoring core local government functionality and institutionalize recovery processes.
- Deploy an area-based recovery advisor to support the development of an area based recovery strategy and action plan and provide technical support to the Inter-ministerial recovery committee established in the aftermath of the Gaza war. Moreover, support the establishment of LGU cluster-based consultation and planning structures and mechanisms to guide and monitor the process of area-based recovery.
- Special focus will be placed on strengthening capacities and functions related to water and sanitation, solid waste management, rubble removal, town planning and road construction, water supply and management, electricity supply, sewage management and building licensing and control.
- Capacity substitutions will be provided by deploying TOKTEN consultants in a range of technical fields and functions who will also conduct specialized training and workshops on a variety of skills.
- As part of the Gaza reconstruction process, the National Spatial Planning team will produce spatial immediately needed spatial plans in the areas of Public Services Infrastructure as well as Housing. They will also build on the Gaza visioning exercise conducted by UNDP and produce an initial plan for the reintegration of Gaza into an integrated Palestinian state for 2025.

**Output 2** Capacities and processes within Palestinian society, including civil society organizations are strengthened to promote reconciliation, enhance social cohesion and inclusive political participation

Under this output, activities have been identified to support effective participation in and monitoring of the reconciliation process through capacity development of CSOs at national and sub-national levels. Activities under this output will support capacity development of CSOs and national and sub-national organizations related to conflict management and mediation for reconciliation to manage relationships and conflicts constructively at national and community levels. Activities also provide technical support/policy guidance to strengthen collaborative leadership and conflict sensitive policy development and development planning.
Emphasis will be placed on reaching out to community leaders, religious scholars, the CSO community, youth, and women organizations to champion and encourage forward the reconciliation process.

The recent events have increased the legitimacy of CSOs in fostering reconciliation. This was recognized by senior Palestinian political leaders in the reconciliation talks. UNDP should build on this opportunity to support and strengthen the capacities of CSOs to play a major role in the reconciliation process and to participate meaningful in political processes. Activities will promote a political culture of tolerance and respect for human rights anchored in society through i.e. media and social media campaigns, awareness, cultural activities involving key sectors such as youth, women, religious personalities, tribal leaders, and ex-detainees.

Efforts will be supported to strengthen the capacity development of civil society stakeholders to engage on policy agenda, planning and budgeting cycle at national and sub-national levels as part of support to enabling a national dialogue on development priorities (output 1.1). This includes efforts to increase representation of women and youth in political parties and other political and decision-making platforms at various levels of society. Activities will be supported to enhance the role of youth in discussions and decisions on youth related policies and monitoring of the implementation of youth cross-cutting strategies.

Under this output the following activities will be implemented in both the Gaza Strip and West Bank with strong coordination between the activities to strengthen linkages where possible. All activities will be implemented within a 12 month time span:

- Empower local community groups (youth clubs, women center’s, community town hall meetings) through knowledge and capacity development in order to engage in dialogue, social cohesion and community reconciliation. Capacity development activities will include training on mediation skills, community mobilization skills (including through social networks to reach youth), gender awareness sessions to give a strong voice to women, etc.
- Involve religious scholars and imams in community meetings and working together to create a conducive environment for the social reconciliation
- Build on and establish where necessary channels and networks of communication between targeted communities and decision-makers, initiating dialogue around specific topics using social media and other existing means of communication
- Build on national and local networks of CSO’s, with strong engagement of youth and women, to monitor and measure the progress of the reconciliation process and disseminate monitoring reports through media and social networks;
- Support the development of youth capacities including those of the Youth Palestinian Legislative Council (YPLC) members to prepare and run for future elections as well as be part of decision making processes with a focus on the engagement of young women.
- Build on previous work with Palestinian ex-detainees in support of the reconciliation process through local level initiatives.
- Conduct wider outreach campaigns to identify and prepare future women leaders to run for political office and have greater influence in decision making structures.
- Implement a series of psycho-social events in the oPt to promote national unity & identity.
- Development of a social cohesion measurement tool (incl. pre- and post-project perception survey);

5. Risks & Challenges

UNDP/PAPP's engagement on support towards reconciliation entails risks, predominately related to the fragile National Consensus Government which could collapse as a result of
internal and external pressures. In this case, the investments of UNDP would still be relevant, although not all activities would trigger direct and immediately tangible results. Knowledge products on consolidated revenue systems, a consolidated civil service and public administration, and on planning will be relevant for any national unity agreement in the future. Interventions related to social reconciliation will still strengthen social cohesion and potentially create pressure on political players to resume unity efforts.

Being aware of the fact that the oPt is fragile environment, substantial changes in the political landscape might, however, require substantial adjustments to the project.

The below matrix identifies a set of realistic risks in the project environment outside of UNDP/PAPP's sphere of influence, rates them according to probability and impact, and proposes mitigating measures and potential reactions:

<table>
<thead>
<tr>
<th>Identified risks</th>
<th>Type</th>
<th>Probability</th>
<th>Impact</th>
<th>Mitigation measures</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Risk 1. National Consensus Government dismantled, reconciliation halted</strong></td>
<td>Political</td>
<td>Medium (following the war)</td>
<td>High</td>
<td>Continue implementation of output 2 (social cohesion). Put parts of output 1, namely consolidation of civil service and public administration, on halt if risk materializes towards the start of implementation. Shift funding from output 1 to other outputs if standstill persists over six months.</td>
</tr>
<tr>
<td><strong>Risk 2. Violence between Israel and the Palestinians in the West Bank</strong></td>
<td>Political /security</td>
<td>Medium to high</td>
<td>Medium</td>
<td>Issues related to consolidation of civil service and public administration will remain highly relevant for affected civil servants and political movements, even if temporary overshadowed by violent events. External violence will realistically also support national unity and social cohesion. Continue implementation of output 1 and output 2.</td>
</tr>
<tr>
<td><strong>Risk 3. Opposition from within the Palestinian Cabinet to the objective of the project</strong></td>
<td>Political</td>
<td>Medium</td>
<td>Medium</td>
<td>Take up dialogue to the Prime Minister, who is very receptive to the UNDP/PAPP's efforts, particularly output 1.</td>
</tr>
<tr>
<td><strong>Risk 4. Collapse of Palestinian Authority institutions as a result of violence or fiscal meltdown</strong></td>
<td>Political</td>
<td>Low</td>
<td>High</td>
<td>Need for reprogramming with focus on LGUs and civil society organizations.</td>
</tr>
<tr>
<td><strong>Risk 5. Elections create new project environment and pose challenges in terms of engaging with the Government</strong></td>
<td>Political</td>
<td>Low</td>
<td>High</td>
<td>While, despite official announcements, elections within the upcoming months are not very likely, the results would require a reassessment of the project outputs in light of a new political reality.</td>
</tr>
<tr>
<td><strong>Risk 6. Change of the Palestinian Prime Minister</strong></td>
<td>Political</td>
<td>Low</td>
<td>Medium</td>
<td>Engage with new Prime Minister. If unresponsive consider realization of risk 1;</td>
</tr>
</tbody>
</table>

6. **Partnership Strategy**
Within its partnership approach UNDP/PAPP views BPPS as a strategic partner. BPPS will not only provide funding for key activities in support of anchoring national unity, but will also support the possible provision of a Development & Reconciliation Adviser. Furthermore, knowledge products related to a consolidated civil service and public administration will be co-financed by a parallel grant from BCPR that was provided to PAPP in 2013 under the Statehood project.

At the local level UNDP/PAPP will work closely with the office of the Resident Representative, UNSCO, especially on issues with a political dimension in order to ensure coherence and political support for a joint UN approach.

At the technical level UNDP/PAPP will partner with other UN agencies, such as its current partnership with UNHABITAT on local/regional/national spatial planning. Moreover, UNDP will work closely with UNICEF and UNFPA, as well as the UN Thematic Group on Youth to support initiatives that foster social cohesion through youth related activities. In addition, all activities supporting gender initiatives will be coordinated with UNWOMEN to ensure a coordinated approach. Finally, UNDP as the lead of the Governance UNDAF thematic group will coordinate all efforts to maximize success with other UN agencies.

Given the strong support of the political echelon for UNDP/PAPP's engagement related to national unity, and based on the knowledge products and outputs of this project, UNDP/PAPP will be ideally positioned to enter into financial partnership arrangements with donors to finance implementation of the knowledge products, especially the ones related to a consolidated civil service and public administration.

The programme implementation will be taking place in partnership with various Palestinian national and local institutions, civil society organizations, & refugee camp committees. In addition, the UNDP/PAPP will engage with the inter-ministerial Legal and Administrative Committee which was established as per the reconciliation agreement by the newly formed National Consensus Government and will be responsible for all issues related to Palestinian reintegration. UNDP/PAPP, with its partners will ensure that there is broad participation from various segments of the population and will work to build on this project through further dialogue with potential donors. Moreover, UNDP/PAPP, when possible, will have to engage with representatives of both Fatah and Hamas together with representatives of other factions and political parties beside independent leaders.

The project will build on current projects that are ongoing, in particular in the West Bank, and that are in the process of being up-scaled to be more inclusive of the Gaza Strip and East Jerusalem. This includes our work in the areas of civil service reintegration, national spatial planning, public finance management, and social accountability. This project will hence be catalytic to encourage and secure funding from donors for the implementation of recommendations emanating from the project's knowledge products.

UNDP/PAPP has strong reason to believe that donors will want to engage on follow-up projects that will strengthen own-source revenues and decrease aid dependence for recurrent costs. At the same time, given the strong involvement of EU donors in funding the salaries of civil servants, the European Commission and the EU member states have already displayed interest in the original mapping study on the reintegration of civil servants in the health and education sector. If the National Consensus Government stays in power they will want to engage in implementing concrete steps emanating from UNDP/PAPP's study on the consolidation of the civil service and public administration in order to establish a more effective public sector.
devoid of duplications. This is also in line with donor strategies in the oPt to strengthen more effective delivery of basic services. In discussions with donors so far UNDP/PAPP has also learned that strengthening the voice of youth and women are programmatic priorities. These donors might want to partner with UNDP/PAPP to strengthen the voice of youth and women in political life and society, be it within the reconciliation process or beyond. These donors will certainly be encouraged by the experience and activities UNDP/PAPP will be able to point out in relation to social cohesion.

As such, UNDP/PAPP will work with its current donors, the Swiss Development Agency (SDA), DANIDA, Swedish International Development Agency (SIDA), the German Development Bank (KfW), and the Islamic Development Bank to support up-scaling our current works in support of reconciliation efforts. We will also reach out to other potential partners, in particular the European Union (EU), Norway, Japan, the India, Brazil, & South Africa Forum (IBSA) and Arab donors to support the project's long term goal of national unity through social cohesion.
**RESULTS AND RESOURCES FRAMEWORK**

**Intended Outcome as Governance in the UNDAF Results & Resource Framework:**

**Relevant Outcome indicators as Governance in the UNDAF Results & Resource Framework:**

| Indicator | Baseline: -0.64 (2011) | Target: 1.0 (2016) |

**Source:** Baseline: -0.311 (2010)

Source: Baseline: World Bank. Worldwide Governance Indicators

**Intended Outcome:** National unity and social cohesion throughout Palestinian society is strengthened through support to reintegrated governance mechanisms, social reconciliation, and enhanced civic engagement;

**Outcome indicators:**

- All health and education personnel in Gaza hired before and after 2007 are either reintegrated into paid, active duty or are provided with alternatives (e.g. early retirement, one-off payments, alternative placement, grants and loans for private business, etc.), based on clearly defined and transparent criteria and options;
- All civilian personnel in Gaza hired before and after 2007 are either reintegrated into paid, active duty or are provided with alternatives (e.g. early retirement, one-off payments, alternative placement, grants and loans for private business, etc.), based on clearly defined and transparent criteria and options;
- PLC dealing with Presidential Decrees and legislation passed by de-facto government;
- National planning documents include data and priorities from the Gaza Strip;
- Popular support to reconciliation increases steadily;
- Parties engage on a regular basis with civil society/youth-led monitoring mechanism;
- Monitoring reports receive media coverage and are spread through social networks;
- Electoral lists show increase in youth and female candidates on electoral party slots with realistic chances to be elected (beyond quota);
- Political parties can demonstrate increase in leadership positions filled with youth and female members;

**Baseline:**

- Some 4,600 civil servants in the health and education sector hired pre-June 2007 (app. 30%) receive a salary but have not been reintegrated, while some 8,900 civil health and education personnel/workers hired after June 2007 by the then de-facto authority are attending work, but have not received a regular salary for up to one year;
- In total some 15,000 civil servants hired pre-June 2007 (app. 50%) receive a salary but have not been reintegrated, while some 20,000 civil personnel/workers hired after June 2007 by the then de-facto authority are attending work, but have not received a regular salary for up to one year;
- % of youth support reconciliation (disaggregated by gender);
- Absence of civil society/youth-led monitoring mechanism for implementation of reconciliation agreements;
- % of youth in leadership positions in political party;
- % of youth ranked on electoral party slots with realistic chances to be elected;
- % of women in leadership positions in political party;
- % of women ranked on electoral party slots with realistic chances to be elected (beyond compulsory quota);
<table>
<thead>
<tr>
<th>INTENDED OUTCOME</th>
<th>OUTPUTS</th>
<th>INDICATIVE ACTIVITIES</th>
<th>OUTPUT TARGETS (YEARS)</th>
<th>RESPONSIBLE PARTIES</th>
<th>BUDGET</th>
</tr>
</thead>
</table>
| National unity and social cohesion throughout Palestinian society is strengthened through support to reintegrated governance mechanisms, social reconciliation, and enhanced civic engagement. | Output 1: The reunification and strengthening of national and local Palestinian institutions in Gaza is supported in social sectors considered critical for managing effectively the recovery effort. | 1.1 A Technical Support Unit (TSU) will be formed to assist the chair of Legal and Administrative Committee or any other designated Government body responsible for reintegration of civil servants hired pre-2007 and the civil personnel hired after 2007.  
1.2 Support to pilot activities for a consolidated civil service/public administration, as recommended by the LAC (e.g. training, reintegration of electronic systems, SoPs, etc.)  
1.3 Conduct capacity assessment and functional analysis of at least three key social public sector institutions (i.e. health, education, justice, social affairs, and public works and housing).  
1.4 Study on consolidation of public administration and harmonization of related administrative legal frameworks in at least three sectors including conducting an in-depth analysis of implementation options for consolidating the health and education sector based on a previous assessment study: (including the recruitment of an international expert).  
1.5 Implement at least twelve (12) technical workshops and a final conference on governance needs and challenges related to reconciliation and the aftermath of the war (including revenue potentials, planning requirements, sustainable civil service consolidation, reconvening the PLC, legal and judicial unification, as well as challenges related to elections).  
1.6 Undertake a rapid diagnostic assessment of capacities in various departments of the 25 Gaza municipalities, | 2014 - 2015:  
- Operational recommendations for consolidation of some 13,500 civil servants and civil personnel in the health and education sector in Gaza (including options for early retirement and alternative placement)  
- Operational recommendations for consolidation of some 35,000 civil servants and civil personnel in the overall public sector in Gaza (including options for early retirement and alternative placement)  
- Operational recommendations for wider public administration reform and public administration consolidation for a minimum of three priority sectors (including the justice sector):  
- Capacity assessments and functional analysis completed for at least three public institutions including action plan for implementation.  
- Inclusive identification of main governance challenges related to reconciliation and the aftermath of the war.  
- Assessment of core capacities of LGU departments in at least three Municipalities completed  
- Action plan for improving capacities developed and approved by LGU counterparts.  
- Assessment of operational assets completed.  
- Area Based Recovery (ABR) Advisor placed in the Inter-Ministerial Committee established in the aftermath of the Gaza war. | UNDP/PAPP  
UNDP/BCPR  
Think Tanks  
Inter-Ministerial Committee on Gaza's Recovery  
GPC  
Ministry of Finance  
(Planning)  
Ministry of Economy  
Ministry of Local Government  
Palestinian public sector institutions  
NSP  
LGU’s  
External experts | Total: USD 1,030,000 |
<table>
<thead>
<tr>
<th>INTENDED OUTCOME</th>
<th>OUTPUTS</th>
<th>INDICATIVE ACTIVITIES</th>
<th>OUTPUT TARGETS (YEARS)</th>
<th>RESPONSIBLE PARTIES</th>
<th>BUDGET</th>
</tr>
</thead>
</table>
|                  |         | including: planning and budgeting, revenue generation, engineering, procurement, service delivery, information technology, strategic communications and human resources management. Their ability to develop partnerships with the private sector and CSOs will also be researched. | • Area based recovery strategy and action plan completed.  
• Establish LGU mechanism to guide and monitor ABR process.  
• At least 7 TOKTEN professionals will be assigned to support Public Institutions.  
• Purchase of minimal moveable assets resulting from the assessment.  
• A number of Capacity Development initiatives undertaken to improve specific functional capacities.  
• Production of spatial plan in public services infrastructure, as well as housing for three Gaza communities including initial vision for Gaza reintegration as part of the Palestinian 2025 NSP plan. | UNDP, CSOs, Social Reconciliation Committee, and community groups and representatives | Total: USD 495,000 |
|                  |         | 1.7. Design and implement a fast-track programme to safeguard existing capacities and restore lost capacities with a view to restoring core local government functionality and institutionalize recovery processes. Young architects can be recruited or be asked to compete in developing a vision for areas destroyed as a result of the war. | | YPLC Religious scholars and leaders | |
|                  |         | 1.8 Deploy an area-based recovery advisor to support the development of an area based recovery strategy and action plan and provide technical support to the Inter-ministerial committee established in the aftermath of the Gaza war. | | | |
|                  |         | 1.9. Deploy TOKTEN consultants in a range of technical fields and functions including the transfer of knowledge of skills through training and workshops. | | | |
|                  |         | 1.10 Conduct an Immediate Spatial Plan for the Reconstruction of three Gaza communities including an initial vision of Gaza as part of an integrated Palestinian state. | | | |
|                  |         | **Output 2:** Capacities and processes within Palestinian society, including civil society organizations are strengthened to | | | |
|                  |         | **2.1. Empower local community groups (youth clubs, women center's, community town hall meetings) through knowledge and capacity development (i.e. training on conflict management and prevention) in order to engage in inter-community dialogue, activities to strengthen social cohesion and promote community** | | | |
|                  |         | **2014 - 2015:**  
• Inclusive civil society/youth-led monitoring mechanism for reconciliation established (taking into account UNSC 1325 and the presence of Islamic civil society networks);  
• In the oPt reconciliation is publicly | | | |
<table>
<thead>
<tr>
<th>INTENDED OUTCOME</th>
<th>OUTPUTS</th>
<th>INDICATIVE ACTIVITIES</th>
<th>OUTPUT TARGETS (YEARS)</th>
<th>RESPONSIBLE PARTIES</th>
<th>BUDGET</th>
</tr>
</thead>
</table>
| promote reconciliation, social cohesion and inclusive political participation | reconciliation; 2.2. Involve religious scholars and imams in community meetings and working together to create a conducive environment for the social reconciliation; 2.3. Strengthen channels of communication between targeted communities and decision-makers; 2.4. Support national and local networks of CSO’s, with strong engagement of youth, to monitor and measure the progress of the reconciliation process and disseminate monitoring reports through media and social networks; 2.5. Support the development of youth capacities in youth clubs including the Youth Palestinian Legislative Council (YPLC) members to prepare and run for future elections as well as be part of decision making processes. 2.6. Conduct wide outreach campaigns to identify and prepare future women leaders to run for elections through targeted capacity development. 2.7 Build on previous work with Palestinian ex-detainees in support of the reconciliation process through local level initiatives 2.8. Implement a series of psycho-social events in the oPt to promote national unity. 2.9. Development of a social cohesion measurement tool (incl. pre- and post-project perception survey). | supported by religious scholars, imams, media, various social networks, etc. • Conduct town meetings in all districts of the oPt with political leaders to promote reconciliation • Support new or previously formed networks in the oPt to promote reconciliation and national unity. • Youth participation in political life is strengthened through youth clubs and the YPLC; • Women's participation in political life and decision making is encouraged through trainings, advocacy, and workshops; • Implement at least four psycho-social events promoting national unity. • At least four initiatives in the oPt conducted at the local level by ex-detainees to promote national unity and identity. • Social cohesion increased through interaction between community groups and enhanced public support to national unity as per the developed social cohesion measurement tool. | Political parties Refugee Camp Service Committees Universities | Total budget for Outcome USD 1,525,000
Monitoring and Evaluation: USD 30,000
Miscellaneous (5%) USD 84,740
TOTAL BUDGET USD 1,639,750 |
7. Programmatic Integration

The project is part of a larger support strategy of UNDP/PAPP's for the Governance area. It will directly feed into the following long-term programmatic concepts which UNDP/PAPP will further develop in the coming year and for which it will attempt to mobilize donor resources:

<table>
<thead>
<tr>
<th>Funding purpose</th>
<th>Duration</th>
<th>Funding Source</th>
<th>Budgeted Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>National Unity and Social Cohesion</td>
<td>12 months</td>
<td>UNDP/BCPR</td>
<td>$1,639,750.00</td>
</tr>
<tr>
<td>Support to National Spatial Planning</td>
<td>24 months</td>
<td>Discussing with donors</td>
<td>$1,000,000.00</td>
</tr>
<tr>
<td>Strengthening Public Financial Management for Effective and Accountable Service Delivery</td>
<td>24 months</td>
<td>Discussing with donors</td>
<td>$5,500,000.00</td>
</tr>
<tr>
<td>Support to Palestinian Legislative Council</td>
<td>24 months</td>
<td>Discussing with donors</td>
<td>$2,000,000.00</td>
</tr>
<tr>
<td>Youth &amp; Women Political Participation &amp; Empowerment</td>
<td>24 months</td>
<td>Discussing with donors</td>
<td>$1,000,000.00</td>
</tr>
<tr>
<td><strong>Total:</strong></td>
<td><strong>24 months</strong></td>
<td></td>
<td><strong>$11,139,750.00</strong></td>
</tr>
</tbody>
</table>

The current project builds on the interventions and achievements outlined in the above section on programmatic entry-points and is meant to provide critical seed funding for the larger programmatic approach.

Furthermore, as mentioned above, a complimentary but separate project is currently being developed in cooperation with BCPR to support immediate economic empowerment and employment generation, particularly in the economically deprived Gaza Strip.

Project log frames, as far as finalized, are annexed for the complementary programmatic activities.

8. Knowledge Management

The project has a strong focus on knowledge product, particularly deliverables under output 1 refer mainly to knowledge products.

The project aims to produce the following knowledge products:

I. Diagnostic studies on consolidating the civil service and public administration and harmonizing related administrative legal frameworks in at least four sectors (including the justice sector), including the health and education sector based on a previous assessment study; estimated duration: 7 months

II. Workshop and conference papers on governance needs and challenges related to reconciliation (including revenue potentials, planning requirements, sustainable civil service consolidation, reconvening the PLC, legal and judicial unification, as well as challenges related to elections); estimated duration: 2 - 3 months

III. Spatial plans to support reconstruction efforts in Gaza in the areas of Housing Infrastructure and Public Services. Moreover, an initial Plan for the reintegration of Gaza as part of the NSP plan for 2025 will be formulated. estimated duration: 8-10 months

IV. Diagnostic assessments of LGUs in the Gaza Strip: 4 - 6 months
Knowledge product I. will be shared with the Prime Minister and relevant line ministers. Following political validation UNDP/PAPP intends to mobilize resources for the implementation of recommendations.

Knowledge product II. will inform the programmatic work of UNDP/PAPP and will be shared with relevant governmental counterparts, as well as workshop participants from various sectors of Palestinian society.

Knowledge product III. is expected to be submitted for cabinet approval and will provide the basis for national planning by the Ministry of Planning and Administrative Development, as well as for local planning by LGUs. Once the legal framework of Governorates is clarified it might also feed into regional planning coordinated by Governorates.

Knowledge products IV I will inform the work of the Ministry of Local Government as well as the programmatic work of UNDP/PAPP. Following validation by the Ministry of Ministry of Local Government, UNDP/PAPP intends to mobilize further resources for the implementation of recommendations.
Annexes:

I. Management Arrangements

Under the supervision of the Deputy Special Representative of UNDP, the project will be managed by the UNDP Governance team. The Governance Team Leader and Head of Gaza office will provide overall guidance and support to the implementation and management team. A UNDP PAPP Program staff member will be assigned to be responsible for the overall daily management of the project. In addition, one coordinator will be recruited in Gaza who will be responsible for implementing the agreed upon work plan of activities with technical support from staff members of the UNDP/PAPP Governance team. The coordinator should have experience working with national public institutions as well as with Palestinian civil society. Moreover, a UNDP Project Assistant will provide administrative, budgetary, and financial support during the projects implementation. To support the monitoring of results of the project, a UNV may be hired for monitoring and evaluation purposes. A Programme Analyst from the Governance team will be assigned the project assurance role. Atlas authority will be assigned according to levels of responsibility according to the UNDP/PAPP internal control framework. Finally, a number of advisors (Area Based Recovery Advisor, Civil Servants Advisors, Local Governance Advisor, & Reconciliation Advisory) may be recruited to provide technical advice on the various components of the program. Some of the advisors will initially be part of the SURGE and will be maintained for an additional duration. Moreover, local staff will be paired with the advisors to learn and be able to continue the work upon their departure.
The projects daily activities will be undertaken by local civil society organizations and other relevant Palestinian partners from the public sector.

II. Monitoring and Evaluation

The results matrix showing indicators of achievement for outputs and activities, as well as means and sources of verification, is shown in Annex 1.

The UNDP/PAPP Programme Board will be in charge of overall programme oversight. The Board will hold regular meetings to discuss the programme implementation and assess its progress. The Results and Resources Framework (RRF) incorporated into this document will be the cornerstone for performance monitoring and reporting. Further monitoring will be performed on the basis of work plans prepared by discrete project teams, which will submit quarterly reports, enabling stakeholders to benchmark and assess progress on rollout of activities.

Monitoring and evaluation of the programme will be ensured by the Programme Team following relevant UNDP results management guidelines. A UNV will be hired to support the Programme Team in monitoring of project results. Implementing partners will be responsible for the direct monitoring of the respective programme components. In more detail:

- The Programme Team will oversee the overall programme monitoring in terms of activities quality, issues, risks, lessons learned and finances. Respective logs will be maintained and progress reports will be produced.
- Implementing partners will be responsible for the monitoring of their respective components and will present quarterly progress reports to UNDP.

Given that this is a short-term project that will evolve into a longer-term program, only end-of-project external evaluation is foreseen. Yet, the Project Board will conduct an internal project review at the end of the IP period (July 2015). Results of this review will be included in the final report due in September 2015.

III. Legal Context

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

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

- The executing agency shall:
  - put in place an appropriate security plan and maintain the security plan, taking into account the security situation in the country where the project is being carried;
  - assume all risks and liabilities related to the executing agency’s security, and the full implementation of the security plan.
UNDP reserves the right to verify whether such a plan is in place, and to suggest modifications to the plan when necessary. Failure to maintain and implement an appropriate security plan as required hereunder shall be deemed a breach of this agreement.

The executing agency agrees to undertake all reasonable efforts to ensure that none of the UNDP funds received pursuant to the Programme Document are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by UNDP hereunder do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999).


This provision must be included in all sub-contracts or sub-agreements entered into under this Programme Document.