

**UNITED NATIONS DEVELOPMENT PROGRAMME  
REGIONAL BUREAU FOR ARAB STATES**

**PROJECT DOCUMENT**

**EFFECTIVE SUPPORT TO THE COUNTRIES OF THE ARAB STATES REGION IN A TIME OF CRISIS AND TRANSITION:  
ENHANCING VOICE, PROMOTING RECOVERY, STRENGTHENING DEVELOPMENT PATHWAYS**

**Brief Description**

This document lays out the framework for the two-year multi-country project to provide comprehensive, effective, efficient and rapid support to countries of the Arab States region at this time of crisis and transition, and as they strengthen their development pathways. In developing the project, UNDP has been guided by the overarching principle of (re)building and sustaining the resilience of individuals, communities and institutions; that it helps to develop the capabilities of state institutions and civil society organizations, including for youth and women, in an effort to promote broad-based dialogue and consensus governance and participation; and that it fosters equitable growth.

The overall objective of the project is to provide comprehensive, effective, efficient and rapid support to countries in the Arab States region so that they can accelerate progress toward national reconciliation, good governance, equitable growth and sustainable development, whether in divided and politically-polarized contexts such as those in Lebanon, Palestine, Iraq, Somalia and Sudan; in transitional environments in the wake of popular revolutions, such as in Egypt, Libya, Yemen, and Tunisia; or in the midst of ongoing violent conflict and humanitarian crisis in Syria and neighbouring countries.

The project is structured around **four** support areas focusing on: (a) strategic policy support to national contexts in relevant substantive areas (governance, poverty eradication, gender equity, environment and energy, capacity development, youth empowerment and knowledge management); (b) rapid, expert advisory services and critical support to countries in crisis, including the UNDP regional response to the crisis in Syria and its impact in neighbouring countries through coordination, programming and other vital process; (c) strategic and policy support and expertise to countries undergoing transition; and (d) country office capacities in resource mobilization; effective communications, advocacy and outreach; results-based management; and monitoring and evaluation.

These outcomes set the parameters by which the UNDP Regional Bureau for Arab States will provide demand-driven support to address nationally defined and owned priority initiatives. The regional bureau will implement the project over a **two-year period for 24 months, beginning on 1 June 2014.**

Project period: 24 months

UNDP Key result area (Strategic Plan, 2014-2017):  
The project contributes to the following outcomes of the Strategic Plan:

E-PAC date: 21 May 2014

Management arrangements: DEX/DIM

Total resources required: USD 4,500,000

Total allocated resources:

- Regular:
  - Other: **US\$ 500,000 (Japan)**
  - US\$3,500,000 (11888)
  - US\$ 108,600 (TF for Poverty Alleviation) ✓
  - US\$49,975 (AHDR TF)
- Unfunded budget: US\$341,425

Approved by: Mourad Wahba, Deputy Regional Director, RBAS  1 June 2014

## I. SITUATION ANALYSIS

### Overview

The Arab States region is going through a transition period that began late in 2010 and early 2011 and that continues today. The popular uprisings, also known as the Arab Spring, which overtook several countries in the region have shed light on the entrenched and growing tension between those in power and the people they govern. Long-time stagnant social and economic policies and planning, and lack of political representativeness and accountability, have resulted in the neglect of large portions of the population across the region. These countries are now facing the challenge of forging new, accountable governments that reflect the aspirations of the people.

The region's typology spans the breadth from wealthy to poor, and includes least developed countries (LDCs), middle income countries (MICs), and high income countries, also known as net contributing countries (NCCs). Each has its own challenges and opportunities. The region's high human and income poverty levels, and high unemployment, reflect the social, economic and political exclusion that dominates, compounded by an ever growing youth population under the age of twenty-five. Gender inequality is prevalent if not worse off following the Arab Spring, maternal mortality is comparatively high, and women's participation in the labour force remains at half the average of developing countries.

Despite steady, although differentiated, progress against the Millennium Development Goals, countries have experienced setbacks resulting from both deep-rooted conflict and the more recent popular revolutions, which have interrupted and disabled already weak economies and social safety mechanisms. Furthermore, three years of violence in Syria have had a staggering effect on the country's development (set back by 35 years), humanitarian and political landscape, and had massive repercussions for neighbouring Lebanon, Jordan and Iraq, not to mention the region at large.

### Regional Perspective

Although the overall development situation in the Arab States region is complex and differentiated, countries do face common challenges. Their peoples share a common geography, demography, history, culture and language, which together have forged a similar social, economic and political landscape. As the 2013 Arab Millennium Development Goals Report<sup>1</sup> notes, 'despite strong progress toward achieving many targets of the MDGs, inequalities remain between and within countries. The report add that recent events in the Arab world, the transitions, *may* provide an opportunity to meet people's aspirations but that the context of transition itself may negatively impact the achievement of MDGs. The report urges governments and people alike in the region to pursue a development agenda that focuses on long-term inclusive development in addition to working toward MDGs achievement.

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<sup>1</sup> 'The Arab Millennium Development Goals Report: Facing Challenges and Looking Beyond 2015.' League of Arab States, UNESCWA, R/UNDG.

This longer-term agenda was explored in a regional event<sup>2</sup> in April 2013, in which civil society partners from the Arab States region were invited by the Regional UN Development group to initiate a discussion on priorities for the post-2015 development agenda. With over 200 participants from 18 countries gathered in Amman, there was agreement that the new development framework must be anchored in a set of core principles including equity, resilience, sustainability, accountability and participation. MDGs, their targets, their acceleration frameworks, must all be refined, while at the same time expanding the agenda to include such areas as voice, participation and good governance; social cohesion, freedom from violence, conflict resolution and mediation, and an end to occupation; enhanced partnerships and financing for development; increasing gender equality and women's empowerment; and expanding regional cooperation as a key driver of development progress.

The following are some aspects of the wider development and humanitarian situation that concern the region as a whole:

- Countries in transition in the region, such as Egypt, Libya, Tunisia and Yemen, continue to experience social unrest and alarming political and social polarization, and have struggled with democratic reforms, and sought to improve basic services and protection, often failing or producing mixed results.
- The region continues to suffer from high rates of poverty, both in the least development countries and middle income countries, reaching some 40 percent on average in eight countries, with many more living on the edge, a situation compounded by increases in food prices and insecurity.
- Arab youth under the age of 30 exceed 50 percent of the population of most countries in the region. Despite high economic growth in some countries, with regional gross domestic product at 4.4 percent in 2010, youth unemployment rates in most Arab countries remain high, ranging from 20 to 30 percent in most countries, while exceeding 45 per cent in Algeria and Iraq.
- Women's potential to make a difference in social and political life remains largely untapped. The Arab States have the lowest rate of female labour force participation in the world at only one third. Female illiteracy rates rank among the highest in the world, ranging at about 50 per cent, as compared to 30 per cent for males. Likewise, maternal mortality rates are on average 270 per 100,000 live births, with even higher rates in Somalia. Women also account for less than 1 per cent of the region's parliamentarians.
- Climate change is having a major impact on water availability and energy access and is already being felt, especially by the poor in countries such as Yemen, Sudan and Jordan. The multiplier threat that water scarcity represents for human, community and national security in the region and overall regional stability requires robust, concerted action. Renewable energy sources, particularly solar and wind, remain a major untapped potential.<sup>3</sup>
- The region's protracted armed conflicts and complex crises account for the highest number and longest duration of refugees in the world, the repercussions of which continue to have an impact on human development, environmental sustainability and overall stability.

<sup>2</sup> 'The World We Want. The Arab Development Forum: Priorities for the Post-2015 Development Agenda in the Arab Countries.' United Nations Development Group, 2013.

<sup>3</sup> Water Governance in the Arab Region: Managing Scarcity and Securing the Future. UNDP, 2013 online at [http://www.undp.org/content/dam/rbas/doc/Energy%20and%20Environment/Arab\\_Water\\_Gov\\_Report/AWR\\_Full\\_Report\\_Final\\_Bahrain\\_En.pdf](http://www.undp.org/content/dam/rbas/doc/Energy%20and%20Environment/Arab_Water_Gov_Report/AWR_Full_Report_Final_Bahrain_En.pdf)

- Security in the Arab States region, assured in the past by strong authoritarian regimes, has fluctuated in recent years in the wake of popular uprisings and the rise and spread of new conflicts to the wider region. In addition to protracted conflicts in Iraq, Palestine, Somalia and Sudan, new conflicts in Syria and Libya have led to new population displacements and the flow of refugees to neighbouring countries.
- The conflict in **Syria** has already accounted for over 100,000 casualties, with a reported 9.3 million requiring assistance inside the country (including 6.6 million internally displaced people), and a registered Syrian refugee population of some 2.4 million as of February 2014, the vast majority are in Lebanon, Jordan.
- In **Jordan**, 30% of refugees are estimated to reside in camps, with the remaining 70% dispersed in rural and urban areas in the rest of the country, mostly in the poorest governorates of Jordan. In **Lebanon**, where there are no 'formal camps', refugees are reportedly dispersed in 1,400 Lebanese towns and villages, mostly in Bekaa (34% of refugees in June) and the north (38%). Both regions are among the poorest in Lebanon and featured by weak infrastructure and limited livelihood opportunities. Reportedly, the refugee population outnumbers local/original population in some villages (e.g in Akkar region).
- According to the initial findings of a recent study<sup>4</sup> initiated by the chair of the Regional UN Development Group (R/UNDG) on the impact of the Syrian crisis on development prospects and indicators in Lebanon and Jordan, there is a differentiated development capacity of government at central and local levels, and differentiated sectoral priorities that local communities and institutions are facing, and the subsequent need for context-sensitive local response frameworks. A major feature of the refugee crisis lies in the significant 'localization' of the vulnerability burden.
- Major host areas in both Jordan and Lebanon were indeed among the poorest and most vulnerable prior to the crisis, and the consequences are already revealed in deepening poverty along with increasing inequalities and geographical disparities. Access to and quality of basic services is significantly compromised, and almost by extension, the ability to monitor development indicators has slipped.
- It is then clear that a resilience-based, comprehensive development response in any one of these countries impacted by the crisis must be anchored in national development plans and frameworks, central in which is a capacity-development approach whereby national partners can continue to expand service delivery in response to crisis as well as to sustain and strengthen their development future.

### Country Perspectives

*Algeria.* After a decade of recovery following civil strife in the 1990s, and on the wave of calls for democratic reform, Algeria is undergoing multiple transitions at the demographic, economic, political and societal levels. In recent years, Algeria has pursued the consolidation of the rule of law as a fundamental element of governance and development, and has reformed the justice system and adopted legislation to combat corruption and to modernize the civil service system. Other recently adopted reforms have included lifting the state of emergency and abolishing prison sentences for press offences. In 2012, Parliament passed constitutional reforms on the electoral system, political parties and women's participation in elected assemblies. On the

<sup>4</sup> The initial findings of the study were presented on November 2, 2013 in Amman, Jordan at the Regional UNDG meeting to the Regional Directors Team. The study is available to share upon request.

development front, Algeria sits in the high human development category, and is among the top 10 countries that experienced a rapid human development index increase between 1970 and 2010. It has achieved significant progress on MDG 1 on poverty eradication, but is lagging on MDG 3 on gender equality and women's empowerment, while disparities linger in education, illiteracy and health. Fragile ecosystems composed of predominately arid and semi-arid zones make Algeria vulnerable to environmental degradation, and underscore the need to invest in capacity building for environmental management, which it is seeking to do along with a strategy for the development of renewable energy to 2030.

*Djibouti.* Like other countries in the region, Djibouti has had its own spate of popular uprisings and calls for democratic change, both in spring 2011, and more recently in March 2013 in reaction to alleged fraud in parliamentary elections. On both occasions, the government took measures to end the protests and quell the ensuing violence. The security situation remains tenuous, with many opposition leaders still in prison. Djibouti's status as a least developed country suggests that its high poverty rate coupled with decades long control by the ruling party have prompted popular calls for change, led to a large extent as in other countries by an Islamist leaning opposition. The state remains the main employer, with most jobs in the services sector, especially the port activity, which accounts for 77 per cent of gross domestic product (GDP). Per capita income is around \$1,150, and unemployment, particularly among youth, has reached 70 per cent. Since 2008, rising oil and commodity prices, increasingly serious food shortages and the global financial crisis have led to national debt reaching some 60 per cent of GDP. And its development financing relies heavily on official development assistance and remittances. By end 2008 the proportion of the total population living in extreme poverty had risen to 51 per cent, while relative poverty reached some 95 per cent in rural areas, which has prompted large-scale migration to the capital, in addition to refugees and migrants from neighbouring countries. On MDG progress, universal primary education and reducing the under-five mortality rate would probably be met, and Djibouti has made good progress on targets for gender equality, reproductive health and HIV/AIDS. The other goals, however, will not be attained by 2015.

*Egypt.* Egypt's relatively high economic growth rate of recent years failed to sufficiently address the economic, political and social disparities that led in part to the 24 January 2011 revolution and subsequent transition and reforms. Current events, including the military ouster of elected President Morsy, lack of consensus on a constitution and renewed factional violence, point to the urgent need to build consensus on critical issues related to press freedom, human rights, anti-corruption, rule of law, roles of women and youth, political inclusion, accountability and transparency. On the economic front, Egypt has suffered significantly since the revolution – reserves have fallen by more than half their pre-revolution levels, foreign direct investments have declined by more than 50 per cent and domestic investment is down significantly. Current conditions and low growth rates have exacerbated the population's overall economic well-being, entrenching disparities and unemployment further, especially among youth at some 77 per cent. While only 3.4 per cent of the population live in extreme poverty, close to 25.2 per cent live below the poverty line, with an equal percentage perched just above it, making them particularly vulnerable to shocks and food price hikes. Population growth at 2 per cent, and some 90 per cent of the population living on 10 per cent of the land, puts considerable pressure on natural resources, and threatens to reduce the quality of health and education. Rising sea levels due to climate change pose could lead to severe flooding in low lying delta lands, in addition to on-going desertification, drought, and changing weather patterns, which may have

severe consequences for a country that depends on the Nile for 95 per cent of its water resources.

*Libya.* Despite its oil wealth and favourable macro-economic figures, making it a net contributor country, Libya has suffered from significant social and political inequalities and socio-economic exclusion resulting from the lack of democratic institutions, which ultimately led to the revolution of 17 February 2011. The National Transitional Council that assumed power with the fall of the old regime has identified 10 priorities in its strategic plan, including security, democratic governance, transitional justice, social reconciliation, economic recovery and basic service delivery, with a gender perspective mainstreamed throughout. Politically and economically marginalized under the former government, women are still poorly represented in the decision-making structure, and insecurity has further delayed their integration in economic and social spheres. Likewise, while growing in strength and recognized as critical for the transition process, civil society's full engagement remains a challenge, as a result of security concerns, weak regulatory and organizational frameworks, and limited capacity. Libya's 2009 MDG report foresaw the strong possibility of the country's MDG attainment by 2015, although data reliability remains an issue. The United Nations Support Mission to Libya, established in 2011, backstops the transitional authorities in its post-conflict work.

*Net Contributor Countries (Bahrain, Kuwait, Saudi Arabia and the United Arab Emirates).* The countries of the Gulf region also experienced unrest during the Arab Spring, the most turbulent being Bahrain, while the United Arab Emirates saw limited action. Political reform and greater inclusiveness have been the focus of these popular uprisings, often with a sectarian bent. In spite of this and the global financial crisis, the economies of the Gulf region continued to grow at a high rate in the last five years, as did their progress on the human development and MDG fronts. Indeed, some Gulf countries sent billions of dollars in aid packages to countries affected by the Arab Spring, while increasing spending at home to offset similar uprisings domestically. On the development front, Saudi Arabia and the United Arab Emirates, for example, are focusing more on sustaining their solid development gains, fostering economic diversification, developing a knowledge economy and diversifying growth geographically. The main remaining challenges in all Gulf countries nevertheless lie in job growth, matching education and skills/capacities to jobs, especially among youth, encouraging innovation, promoting gender equality and empowerment, and addressing the potential impact of climate change, including the threat of water scarcity and rising sea levels. The smaller states are seeking to lessen their economic dependency on depleting oil reserves through diversification initiatives and energy conservation. In Kuwait, while economic poverty is essentially eliminated, persistent development challenges remain, including weaknesses in social development, poor delivery of public services, unemployment and labour market structural disparities, and environmental degradation.

*Morocco.* In the Maghreb region, Morocco stands out as the country whose leaders took immediate steps to appease the anger of popular uprisings by drafting a new constitution, holding parliamentary elections and sharing power in a relatively short period of time, and perhaps for this reason skirted more violent unrest. Morocco's human development numbers have been on the rise since 2007, making it, like Algeria and Tunisia, a middle-income country with a decreasing poverty rate, and a stronger human development ranking as one of the 10 most highly performing countries. However, like other countries affected by the Arab Spring, in 2011 Morocco experienced large, broad-based protests in anger over the country's economic

and social ills, which despite progress range from rising high youth unemployment, stark urban/rural disparities, and social and structural inequalities. While on course to meet most of the MDGs by 2015, universal access to education and reducing maternal and infant mortality persist. The government has responded also with important development initiatives to address climate change, and designed a regionalization strategy. Their success however will depend largely on judicial and institutional reform, public sector modernization, combating corruption, women's inequality and empowerment, and consolidating the rule of law, along with capacity building measures. Morocco remains highly energy dependent and has taken concrete policy steps to prioritize renewable sources of energy, especially solar. As elsewhere in the region, Morocco is vulnerable to climate change and global warming, with both flooding and desertification dangers depending on the region.

*Palestine.* Despite progress in many areas and the promise of advancement that came with the Arab Spring, the development situation in Palestine has festered as a result of a stagnant peace process, the blockade on Gaza, and restrictive policies in the West Bank. Development and construction needs in the Gaza Strip are enormous, whether its governance, livelihoods, environment or infrastructure, while unemployment there remains among the world's highest and some 80 per cent of Gaza's population subsists on humanitarian assistance in the absence of socio-economic development. In the West Bank, in particular East Jerusalem, as a result of restrictive construction policies Palestinians are facing a growing housing and property crisis, while the Separation Wall has undermined the local economy, pushed up unemployment and grounded access to basic services, land and natural resources. The situation in Area C, constituting 62 per cent of the West Bank, is especially damning since it is pivotal for the realization of a Palestinian State and contains the bulk of agricultural and grazing land, water sources and underground reservoirs – and constitutes the only area amenable to population expansion.

*Somalia.* The collapse of the state and 20 years of civil war have made Somalia one of the poorest countries in the world, in all sectors and across all divides, with an average life span of only 50 years. In 2011, Somalia experienced even further tragedy with the onset of one of its worst humanitarian crises in the past 20 years. Sparse rain, a spike in global food prices, and chronic insecurity in the south of the country have resulted in famine across parts of Somalia, killing tens of thousands, mostly children under five, putting millions at risk, and caused massive internal displacements estimated at 1.5 million and refugee flows to Kenya and Ethiopia at some 800,000. Following the 2011 Kampala Accord, the political transition under the Transitional Federal Government moved forward at a slow but steady pace. The country suffers from strikingly low human development figures and high inequality in the distribution of health, education and income. Gender inequality is alarmingly high, with Somalia at the fourth lowest position globally on the gender inequality index. Female genital mutilation affects an estimated 98 per cent of women, and gender-based violence and discrimination continue to flout human rights legislation and efforts. Despite these major challenges, Somalia is witnessing existing and emerging pockets of stability.

*Sudan.* Sudan remains a country in transition, with the risk of conflict ever present, especially along the borders, and hosts two United Nations peace missions. Before the separation of South Sudan, the country had high economic growth and rapidly rising per capita income, which engendered large disparities however due to imbalances. In post-separation Sudan, the economy is expected to contract considerably and inflation surge, as a result of the loss of 75

per cent of its oil producing capacity, compounded by significant foreign debt, international sanctions, on-going conflict, reduced development aid, and decrease foreign direct investment – to which the Government has responded with fiscal austerity measures. On the development and MDGs front, while making progress against HIV/AIDS, malaria and other diseases, Sudan is lagging behind in poverty reduction, access to safe water, and sanitation. Poverty levels vary significantly along the urban/rural divide, due to poor development planning and strategies, and have been exacerbated by conflict. Agriculture remains the main source of employment, especially for women, whose unemployment rates overall are nearly twice that of men, while the youth jobless rate hovers at 20 per cent. Women are disproportionately affected by both the conflict and poverty, while their role in both is underutilized. Despite progress to create democratic institutions, under the Comprehensive Peace Agreement, governance challenges remain paramount, with significant capacity weaknesses. Sudan has however made progress in promoting gender equality, with 25 per cent of women parliamentarians and 52 per cent enrolment in higher education. The conflict over natural resources is also compounded by environmental degradation from climate change and misuse of natural resources, also fallen prey to weak institutional arrangements and national policies.

*Tunisia.* Tunisia has essentially completed the first phase of its political transition to a multi-party democracy, which began with the revolution of January 2011. The Constituent Assembly that assumed the task of transition had completed a first draft of the new constitution in December 2012. However, political assassinations in 2013 risk derailing the reform process, brought to light the ingrained social and political tensions, and led to the resignation of the prime minister. A new coalition government, approved by the Constituent Assembly in March 2013, has indicated its commitment to finalizing the new constitution for tentative approval in the Fall, with elections planned for late 2013. On the development front, while Tunisia's economy began to rebound in 2012, continued political instability, social tensions and the larger global financial crisis, including rising fuel and food prices, impede a more rapid recovery. Similar to other countries in the region, Tunisia has a large youth population with 55 per cent under the age of 24, and high unemployment in the group. Its arid climate and scarce water resources also make it susceptible to the impacts of climate change.

*Yemen.* Yemen is one of the poorest countries in the Arab region and faces multiple development challenges, which have been exacerbated by conflicts. Indeed, the chronic poverty and inequity are the root causes and triggers for the conflicts, internal wars and insurgencies. In 2011, on the region's wave of popular uprisings, mass demonstrations erupted throughout the country, and have led to a tentative transfer of power and fragile political and constitutional reforms. On the development front, Yemen's 3 per cent population growth is one of the world's highest, and outpaces its economic growth. Nearly half the population is below 15 years of age, and unemployment is 52.9 for the age group 15-24 and 44.4 for the age group 25-59. About 41.8 per cent of the population lives below the national poverty line, with considerable urban/rural disparities. Yemen ranks lowest on the Global Gender Equity Index and a reported 31.5 per cent of Yemenis lack food security. Yemen is unlikely to achieve most of the MDGs as a result of chronic underdevelopment, security problems and lack of financial resources. Lack of security also hinders the provision of humanitarian services, as well as development assistance to vulnerable groups. Yemen also has environmental challenges due to scarce resources, vulnerability to natural disasters and human-induced crises, which climate change is compounding.



### ***The crisis in Syria and impact on its neighbours: Iraq, Jordan, Lebanon.***

As previously mentioned, the crisis in Syria, which continues unabated even with Geneva II talks underway, will leave behind a staggering legacy of human loss and destruction. Syria itself will have been driven back 35 years in terms of human and institutional development, not least of which because of the over 100,000 killed, 9.3 in need of humanitarian relief, 6.4 internally displaced and 2.4 refugees outside the country. Support mechanisms are extremely strained due to the limited resources and depleting savings of both internally displaced people (IDPs) and host communities. The crisis has also exacerbated pre-existing levels of poverty and unemployment, especially in rural areas. Female-headed households, which require particular attention, are on the increase. Whether living in formal or informal shelters or hosted by the community, IDPs are suffering from loss of income, loss of assets and productive means and disrupted livelihoods. It has been reported by agencies working with the Syrian refugees in neighbouring countries that the lack of security is not the only significant reason for displacement. A relatively large number of refugees have fled due to the scarcity of livelihoods, income, and access to basic services in their home towns and villages. This is also valid for the internally displaced.

Syria's neighbours, namely Iraq, Jordan and Lebanon are bearing the brunt of the Syrian refugee crisis. Jordan has set up refugee camps along its northern border to accommodate refugees fleeing the conflict (more than 600,000 registered refugees in Jordan). Pressure is mounting on this climate change-affected, desert country of limited natural resources, and which has already hosted Palestinian and Iraqi refugees who have settled in Jordan permanently because of crises in their countries. The situation in Iraq is doubly challenging in light of years of conflict and on-going sectarian strife. Like Jordan, Iraq has set up refugee camps along its northern border accommodating some 220,000 Syrian refugees. In Lebanon, Syrian refugees have surpassed the one million threshold (over 800,000 registered), seeking shelter in the east and north of the country. The situation is exerting huge pressure on Lebanon's infrastructure, education and health systems, and it has also complained of lack of adequate financial assistance to offset the crisis. In all three countries, the influx is distorting the job and housing markets and causing rents to soar and salaries to plummet, which it is feared may degenerate into anti-Syrian antagonism. The refugee crisis is compounding existing challenges on the political, social and economic fronts, which are significant in all three countries and have caused regional disparities in human development to worsen and led to high poverty rates.

### **UNDP Support in Response to the Arab Spring**

In 2011, UNDP repositioned its programmes in response to the popular uprisings that engulfed the Arab States and its implied development failures. The organization saw an opportunity to refocus programming on the urgent needs of the region's populations and to rebuild the credibility and moral authority of the United Nations, which had suffered due to the perceived unequal treatment by the Quartet and the Security Council. UNDP extended its approach to governance reform beyond simply strengthening institutions to working within society to foster inclusive political and economic participation, rebuild state-society relations and prevent conflict – issues that came out strongly in the popular uprisings. It began by capitalizing on and bolstering already existing programmes, such as the Global Programme on Electoral Support Cycles, Parliamentary Development Initiative in the Arab Region, Regional Project on Anti-

Corruption, Global Programme on Strengthening the Rule of Law in Conflict and Post-Conflict Situations, and Global Human Rights Strengthening Programme.

Given the urgency of an immediate response, UNDP has been working within existing capacities and, when needed, procured additional programmatic and operational expertise at the regional and country levels to: (a) ensure SURGE support to country office operations; (b) deliver advisory policy and technical support; (c) coordinate the United Nations response with partners; (d) support inclusive political processes; (e) advocate for inclusive growth and jobs; and (f) safeguard gender equality gains. On the more medium term response, UNDP has focused on promoting: (a) democratic space and equitable development; (b) resilient state-society dialogue and relations; (c) responsive and accountable institutions; (d) inclusive growth and job creation; and (e) South-South cooperation.

### **UNDP Support in Response to the Syria crisis and its impact on neighbouring countries**

Since the start of the conflict UNDP has responded primarily to the crisis inside Syria, alongside UN agencies and INGOs, in support of the Syria Humanitarian Assistance Response Plan (SHARP) in the areas of livelihoods and some early recovery action where possible, coordination and humanitarian assistance where there is added value. The latest SHARP<sup>5</sup> was launched in December 2013 and includes a significant Early Recovery programme (nearly US70 million). As the conflict progressed, its spillover impacts, mainly in Lebanon and Jordan, as a result of the massive refugee influx, having triggered significant pressures on basic services, social cohesion and of course the political environment. In Jordan, nearly 75% of the 550,000 refugees have found refuge among Jordanian host communities, with the remaining 25% in the Zaatari refugee camp. In Lebanon, and in the absence of refugee camps for Syrians, the nearly 800,000 refugees are living among host communities. In both Lebanon and Jordan, Syrian refugees have largely found shelter in the poorest areas in both countries thereby compounding already-vulnerable economic and social conditions in these communities. UNDP has worked closely with UNHCR and the UNCTs in Lebanon, Jordan, and Iraq to ensure that issues of early recovery are linked to humanitarian response to refugees, with a focus on hosting communities. This was the case in the RRP6 that was launched mid-December 2013.<sup>6</sup> UNDP/RBAS has also established a Sub-regional Facility to support the Country Offices and agencies of the Regional undg in their response.

As the impact of the spill-over grew more acute, UNDP Lebanon and Jordan both developed comprehensive programming to rapidly support host communities through employment opportunities, enhancing the capacity of local and municipal institutions to address the growing pressures on basic services, and including a social cohesion component to prevent and mitigate tension. **However, a localized, reliable and solid assessment of social sector is critically needed to meet the growing needs from this crisis. It is vital to ensure the continuity of and to build on the current assessment effort through ensuring the availability of reliable data to monitor key development indicators in the 3 countries, nationally as well as in key sectors as well as ensure the presence of specialized socio-economic analytical capacities in-country and at a**

<sup>5</sup> See <http://www.unocha.org/cap/appeals/syria-crisis-humanitarian-response-2014>

<sup>6</sup> See <http://www.data.unhcr.org/syria-rrp6/regional.php>

sub-regional level with the purpose of informing development policy, programming and practice.

**Overview of assessment works by other partners<sup>7</sup>**

- Since the outset of the crisis 2011, but especially over the past 12 months a large number of assessments have been conducted in Lebanon and Jordan by national authorities, UN agencies, international NGOs, building-up evidences of the acute and multi-faceted challenges arising from the spillover effects of the Syrian conflict<sup>8</sup>. Assessments efforts have to a large extent and understandably focused on gauging immediate needs of refugees to inform the humanitarian response<sup>9</sup>. The Regional Analysis of the Syria (RAS) conflict produced by the Syria Needs Analysis Project (SNAP)<sup>10</sup> provides virtual source of information on the humanitarian (and to lesser extent development) implications of the Syrian crisis in neighboring countries. The platform consolidates updated information from all sources in the region and provides a synthesis of issues related to the Syrian crisis, focusing on the situation within Syria and the situation of refugees in neighboring countries (Lebanon, Jordan, Turkey, Iraq and Egypt). It contains detailed snapshots on recent developments, humanitarian situation and needs of refugees (health, shelter, nutrition, livelihoods and food security, protection, hygiene and sanitation). The platform also compiles information on existing and planned analytical work, while pointing to major data and informational gaps.
- However, given the scale of the crisis and uncertainties surrounding its end, it has become clear that both immediate and longer-term developmental implications for hosting states and communities also require further scrutiny. Interestingly, since September 2013, the monthly report on the Syrian crisis produced (SNAP) explicitly addresses the situation of the so-called 'non-displaced' (host countries/communities)<sup>11</sup>.
- By the same token, and as development impacts become more apparent, there is an increased recognition within the UN and the international community, and increasingly among national decision-makers, that the response to the crisis needs to be revisited. **The crisis has reached a point where there is a need to move beyond humanitarian assistance to refugee populations towards strengthening longer-term management and resilience capacities of both refugee and host communities and, critically also, of host governments and institutions.** In this process, strategically linking humanitarian and development assistance is paramount. UNDP actually pioneered such a move with the launching of two major initiatives to mitigate the impacts of the crisis in major host communities of Lebanon

<sup>7</sup> The Syrian Crisis: Tracking and tackling impacts on Sustainable Human Development in Neighboring Countries, UNDP study (made available to UNDG), October 2013

<sup>8</sup> RAS virtual platform – see: <http://reliefweb.int/report/syrian-arab-republic/syria-regional-analysis>

<sup>9</sup> As can be inferred from the list of resources on the Syrian crisis impacts in for Lebanon and Jordan, the analysis of the impacts of the Syrian refugee crisis in Jordan and Lebanon have to a large extent concentrated on the situation and humanitarian needs of Syrian refugees, whilst the broader socio-economic challenges and capacity needs facing host communities and governments attracted attention only recently.

<sup>10</sup> [http://reliefweb.int/sites/reliefweb.int/files/resources/crisis\\_overview.pdf](http://reliefweb.int/sites/reliefweb.int/files/resources/crisis_overview.pdf)

<sup>11</sup> Regional Analysis Syria (RAS), 26 September 2013, p.p13-14

and Jordan with through the "Lebanese Host Communities Support" Programme in collaboration with the Ministry of social Affairs<sup>12</sup> and the Program on "Mitigating the impact of the Syrian refugee crisis on Jordanian vulnerable host communities"

- In July 2013, the Government of Lebanon asked the World Bank to undertake an Economic and Social Impact Assessment (ESIA) of the Syrian crisis on the country, with a view to generating figures of the aggregate impacts and stabilization needs to underpin its policy response. The assessment was implemented in August/September in collaboration with 14 UN agencies (including UNDP), the EU and the IMF. In Jordan, a number of sectoral and multi-sectoral assessments are also planned, including a MoH/WHO/UNHCR assessment of health facilities in Northern Governorates, a UNDP led Host Community Needs Municipal Assessment<sup>13</sup>, and Host community Needs Household Survey in the governorates of Mafraq and Irbid. The UN Country team in Jordan also launched a multi-sectoral needs assessment towards the development of a National Resilience Plan, as part of the recently established 'Host Communities Support Platform' co-led by the Government of Jordan and the UN<sup>14</sup>.
- The 'mushrooming' of development-oriented assessments initiated by the UN since mid-2013 sends a clear signal that there is a need for a major turnaround in the way the international community is addressing the spillovers of Syrian crisis in neighboring countries.
- **The present initiative is meant to sustain this important momentum to build on the existing/on-going assessments/studies and complement these work by providing a more comprehensive analysis of the impact on human development indicators. The analysis will complement macro-level, quantitative assessments currently undertaken to measure the "cost" of the conflict by providing a localized, community-level perspective of the impacts of the conflict in Syria, Lebanon, Jordan and Iraq. Such an approach would enable more informed, community-responsive programming for UNCTs and would focus on enhancing national statistical, data-collection and monitoring capacity of particular indicators that are of common concern to the governments and UNCTs alike. The project will focus on programming-oriented assessments to augment UNDP's sub-regional response to the Syria crisis and its spill-over impacts providing a reliable baseline and credible data that are necessary for mid-long term development plans. The approach will be two-pronged: (I) undertaking a study of a particular sub-regional thematic area common to 4 countries (e.g. impact of the crisis on IDP and refugee female-headed households) and (II) aggregation of baselines and data from national contexts to the sub-regional level to inform development policy, programming and practices. The assessments**

<sup>12</sup> See <http://www.undp.org/content/rbas/en/home/presscenter/articles/2013/03/04/launching-of-the-lebanese-host-communities-support-programme/>. The program targets vulnerable Jordanians in host communities of the Northern governorates of Irbid, and Mafraq- The support aims at supporting employment opportunities and basic social service delivery with a view to maintaining stability in most affected communities

<sup>13</sup> Part I of this assessment was conducted in September of 2013 over 37 municipalities in Mafraq and Irbid in order to provide the information needed to create a framework for development interventions. It was conducted as a questionnaire sent to the municipalities and designed with the following information goals in mind: i) Provide an overview of the current situation of host communities and municipalities; ii) Identify sectors in need of immediate support; iii) Identify sectoral priority interventions as suggest by host communities and municipalities. Part II of the assessment will consist of Focus Group Discussions to verify needs

<sup>14</sup> As per initial plans, these were initially foreseen to feed into the present study work. It is thus expected that preliminary findings of the present study work will contribute to inform this process.

would be geared primarily to providing the international community a solid platform on which to base their future development assistance.

## II. LESSONS LEARNED

The aftermath of the January 2011 uprising and the immediate response of the governments in the region, the international community and donors point to a number of general observations that UNDP has drawn that will feed into the current and future programmes of assistance. In addition, the 2013 independent evaluation of the regional cooperation framework for the Arab States, 2010-2013, also highlighted some of the same observations, especially the proven added value of UNDP in tackling sensitive issues head on, such as democratic governance, transparency, accountability, and social issues such as gender equality and HIV/AIDS. These, in addition to the following will serve as guide and check:

- *Governance.* UNDP work in governance, initially viewed with suspicion in the region in 2009, has borne positive results and traction, and included programmes on training public prosecutor's offices on human rights, accountability and integrity, strengthening the capacities of parliaments to vote on legislation that would contribute to the achievement of the MDGs, capacity building of anti-corruption bodies, and producing and disseminating knowledge in Arabic, including a manual on drafting constitutions. As a result, several organizations joined UNDP in 2011 in the wake of the Arab Spring to promote governance reform, including for free elections. The pioneering work of UNDP in this area has brought to light the importance of governance and given UNDP the necessary credibility for longer-term action.
- *Knowledge products.* UNDP knowledge products are noted as one of its key assets and the most prominent being the annual *Arab Human Development Report*. UNDP actively defended the annual report's neutrality against attempts to silence or misuse its message, and gave the authors a protected platform from which to contribute to the regional debate while maintaining overall quality and reliability. While initially viewed with suspicion, given its focus on democratic governance, human rights and development priorities, the reports are now widely accepted for their high quality and independence, prepared by organizations and authors within the region. The reports – issued in both English and Arabic – have continued to shape the debate on governance and development in the Arab world, thereby raising UNDP's credibility in the region.
- *Gender equality and women's empowerment.* UNDP regional projects in the Arab States have stressed gender mainstreaming, including gender sensitiveness of parliaments and women's representation, gender differences on access, use and control of water resources, and training male and female religious leaders of different faiths on the special problems faced by women with AIDS. These activities have helped support women's empowerment, but much remains to be done.
- *HIV/AIDS.* The HIV/AIDS Regional Programme in the Arab States (HARPAS) played a key role in 'breaking the silence' surrounding HIV/AIDS through extensive training and sensitization campaigns for thousands of religious leaders across the Arab world. HARPAS has worked increasingly with civil society organizations representing those living with HIV or at risk, and developed a strategy to address the vulnerabilities of migrants and mobile populations in the Horn of Africa. The September 2010 Djibouti Declaration of Commitment and Call for Action on mobility, migration and HIV vulnerability of populations along the ports of the Red

Sea and the Gulf of Aden received wide support in the sub-region, demonstrating the effectiveness of HARPAS working in cooperation with the International Organization for Migration (IOM) and Intergovernmental Authority on Development (IGAD), with financial support from the OPEC Fund for International Development (OFID).

- *Environment and climate change*, a new focus area in 2010-2013, with one project promoting effective governance of water resources in the region, and another project – the Arab Climate Resilience Initiative (ACRI) – strengthening the capacity of Arab countries to mainstream climate change mitigation and adaptation policies into national development plans. Water scarcity and climate resilience will have a key impact on economic growth and development in the region, and UNDP has leveraged the strengths of its GEF programme in this area to increase impact.
- *Partnerships*. UNDP has worked with key government stakeholders, non-governmental organizations and community-based organizations as implementing partners. A partnership agreement with the League of Arab States was signed in September 2012 and partnerships with UN-ESCWA and UN-Women are developing. The 2013 evaluation of the regional programme highlighted the need for more effective coordination and partnerships with United Nations regional bodies and with the RBAS Regional Centre.
- *Poverty-governance nexus*. There is an interdependent relationship between poverty, unemployment and poor governance. One leads to the other, and they reinforce and perpetuate each other. In some Arab countries, UNDP will focus on inclusive growth and the eradication of poverty through economic diversification and youth employment as the key to better governance, at all levels.
- *Crisis prevention and recovery*. Following a clear rupture with the status quo, peaceful transitions require more than technical fixes. They require the promotion of inclusive processes that ensure that democratic space remains open and the democratic transformation is not reversed by crisis, conflict or counter measures. As part of its broader strategy, UNDP will integrate into its programming conflict prevention and conflict sensitive components.
- *Country office capacities*. Country offices will only be able to deliver if staff possess the necessary skills sets to address the challenges and seize the opportunities to sustain transformational change. UNDP will focus on making its regional and country offices more diverse and efficient, pursuing options that make business sense – clustering of functions and freeing up resources for programming – while at the same time filling capacity gaps, especially in the areas of resource mobilization, communications and outreach, results-based management, and monitoring and evaluation.

### **III. STRATEGY**

In response to the region's unfolding situation and the lessons learned in the last three years since the initial uprisings, UNDP lays out here a two-year project to provide effective, efficient and rapid support to countries of the Arab States region at this time of crisis and transition. The overall objective of the project is to support countries in the Arab States region to accelerate their progress toward national reconciliation, good governance, and equity whether in protracted conflicts such as those in Lebanon, Palestine, Iraq, Somalia and Sudan; in transitional environments in the wake of popular revolutions, such as in Algeria, Egypt, Jordan, Morocco and

Tunisia; or in the outright conflict and humanitarian crisis in Syria and its impact on neighbouring countries.

Cognizant of the development and governance failures that led to the current crisis and keen to make a sustainable contribution, UNDP focuses the project on: building the resilience of people, society and their national institutions; helping to develop the capabilities of state institutions and civil society organizations, including for youth and women, in an effort to promote dialogue about governance; and fostering equitable rather than inequitable growth. The project is structured around **four** focus areas:

- **Focus area 1.** Provide strategic national policy support in relevant substantive areas (governance, poverty eradication, gender equity, environment and energy, capacity development, youth empowerment and knowledge management);
- **Focus area 2.** Deliver expert advisory services and critical support to countries in crisis, including the UNDP regional response to the crisis in **Syria** and its impact in **neighbouring countries** through coordination, evidence-based assessment for effective monitoring of development indicators, effective programming and other vital process;
- **Focus area 3.** Provide strategic support and expertise to countries undergoing transition;
- **Focus area 4.** Strengthen country office capacities in resource mobilization; effective communications, advocacy and outreach; results-based management; and monitoring and evaluation.

#### **RBAS Regional Programme 2014-2017**

The project is aligned to the new Regional Programme (2014-2017) that was endorsed by the Executive Board in January 2014. The new Regional Programme includes the following outputs which are aligned the UNDP Strategic Plan and in line with identified region-wide priority areas in the Arab World. These are 1) striving for is for citizen expectations for representation, effective development, the rule of law and accountability to be met by stronger systems of democratic governance; 2) growth is inclusive and sustainable, and incorporates productive capacities that create employment and livelihood for the youth, the poor and the excluded, 3) support faster progress in reducing gender inequality, and promoting women's empowerment, and 4) early recovery and rapid return to sustainable development pathways to be achieved in post-conflict and post-disaster settings.

These outcome areas enable forward movement in areas that are very important in the Arab States region, with a refreshed focus on governance, an explicit focus on early recovery and support for social cohesion in States in transition or conflict and post-conflict situations, and an emphasis on women's empowerment and youth employment – all critical issues for the future of this region.

#### **UNDP strategic plan, 2014-2017**

This project is grounded in the principles laid out in the UNDP strategic plan, 2014-2017, and aligned with its vision, outcomes and approach. The ultimate long-term aim to which the project will contribute is therefore the eradication of poverty and the significant reduction of inequalities and exclusion. In order to achieve those longer-term goals, UNDP is targeting in this two-year project the priority areas that have come to the fore in the Arab States region in the

wake of the 2011 popular uprisings and subsequent crises and conflicts at both the country and regional levels. The project hones in on a focused set of outcomes to support the immediate needs and priorities of each country, while placing particular emphasis on specific population groups – those living in poverty and those groups experiencing the greatest inequalities and exclusion.

In implementing the project, UNDP will be guided by the principles of national ownership and national capacity, building on each country's success through South-South and triangular cooperation. Working under the principle of universality, UNDP will help to develop the policies, leadership skills, partnering abilities and institutional capacities that can sustain results over time. It will mainstream gender equality and gender empowerment, understanding that sustainable human development can only be achieved once women and girls make their full equal contribution to their societies. UNDP will work to ensure the participation and voice in pursuit of equitable access to development opportunities and gains across populations, working with the poor and the excluded, including women, youth, indigenous and disabled, as their own agents.

### **Theory of change**

Behind every development initiative there lays a theory of change – a set of beliefs about how change happens, or the underlying assumptions about how change really happens in a given context, and ultimately what the change will look like at a future moment. The UNDP strategic plan, 2014-2017, is premised on the principle of identifying theories of change at all levels, and requires that all UNDP programmes and projects are guided by theories of change. Technically, there is a theory of change for every development intervention, no matter how small. The overall theory of change underlying this two-year multi-country project is that expertise deployed rapidly in a given situation has immediate effects in changing the situation on the ground. Furthermore, expertise deployed rapidly to multiple situations simultaneously has immediate and expanded effect in changing the situation on the ground. Based on the analysis and lessons learned laid out in this document, and the skills and resources at its disposal, UNDP believes that rapidly providing expertise and capacity to country offices, on demand and when needed, will have an immediate impact on programme and project delivery and effectiveness, and mostly on achieving development results.



## IV. RESULTS AND RESOURCES FRAMEWORK

Focus Area 1. Provide strategic policy support as required to promote equitable growth, democratic governance and community resilience (in the substantive areas of governance, poverty reduction, gender equity, environment and energy, crisis prevention and recovery, capacity development, youth empowerment and knowledge management)				
UNDP Strategic Plan (2014-2017) Outcome 7: Development debates and actions at all levels prioritize poverty, inequality and exclusion, consistent with UNDP engagement principles; and Outcome 1: Growth and development are inclusive and sustainable, incorporating productive capacities that create employment and livelihoods for the poor and excluded				
UNDP Strategic Plan (2014-2017) outputs	Multi-country project outputs	Multi-country project output indicators	Multi-country project activities	Estimated resources (USD)
<p><b>Output 7.3.</b> National development plans to address poverty and inequality are sustainable and risk resilient</p>	<p><b>Output 1.1:</b> Policy options provided by UNDP lead to effective, gender-sensitive and sustainable national response to globally agreed development goals (MDGs/SDGs) as well as include resilient measures</p>	<p><b>1.1.2:</b> Percentage of Arab States where policies, regulations and standards at national and subnational level that integrate specific sustainability and gender-sensitive resilient measures  <b>Baseline:</b> Limited percentage of Arab States who have integrated sustainability and risk resilient measures in development planning (2014)  <b>Target:</b> 40% (2016)</p>	<ul style="list-style-type: none"> <li>• Provide technical assistance by experts in UNDP substantive areas of support</li> <li>• Deploy demand-driven expertise on priority areas of need</li> <li>• Determine national capacity to integrate sustainability and risk resilient measures in national policies and regulations</li> <li>• Organize capacity building workshops for national and subnational partners on integrating sustainability and risk resilient measures into policies, regulations and standards</li> <li>• Collaborate with government and other relevant partners in revising policies and regulations accordingly</li> <li>• Coordinate all policy-related strategic initiatives at the sub-regional level leading to improvement of the image/reputation of UNDP in the region</li> </ul>	300,000
<p><b>Output 7.5</b> South-South and Triangular cooperation partnerships established and/or strengthened for development solutions</p>	<p><b>Output 1.2:</b> South-South and triangular cooperation partnerships lead to measurable, sustainable development benefits in national priority areas</p>	<p><b>1.2.1:</b> Number of countries that pursue South-South and triangular cooperation initiatives  <b>Baseline:</b> TBD (2014)  <b>Target:</b> Double the baseline (2016)</p> <p><b>1.2.2:</b> Number of South-South cooperation events, regional and national, that aim to enhance triangular cooperation and partnerships  <b>Baseline:</b> 1 high-profile South-South Event in Doha, Qatar (2014)  <b>Target:</b> 8 (2 regional, 6 national) (2016)</p>	<ul style="list-style-type: none"> <li>• Organize South-South cooperation events in the region in collaboration with the Office for South-South Cooperation</li> <li>• Undertake awareness raising activities of the benefits and potential impact of South-South and triangular cooperation</li> </ul>	300,000

<p><b>Output 7.6.</b> innovations enabled for development solutions, partnerships and other collaborative arrangements</p>	<p><b>Output 1.3:</b> Pilot and demonstration innovative projects initiated or scaled up through policy/technical assistance and learning events/exchanges</p>	<p><b>1.3.1:</b> Number of pilot and demonstration projects initiated or scaled up by UNDP with relevant partners (e.g. expanded, replicated, adapted or sustained) <b>Baseline:</b> 8 national initiatives in 2013 (Youth Employment initiatives launched across the region in cooperation with Japan) (2013) <b>Target:</b> 10 national (2016)</p> <p><b>1.3.2:</b> Number of regional learning and exchange events that support the scaling up on national initiatives that are receiving UNDP-procured technical expertise <b>Baseline:</b> 1 (2013) <b>Target:</b> 2 (2016)</p>	<ul style="list-style-type: none"> <li>• Provide technical assistance on potential pilot and demonstration projects that have been successful elsewhere in similar settings, and deploy expertise, details assignments, etc.</li> <li>• Disseminate information and data on successful public-private partnerships to national partners</li> <li>• Organize learning events, exchange of experience</li> </ul>	<p>200,000</p>
<p><b>Output 1.1</b> National and sub-national systems and institutions enabled to achieve structural transformation of productive capacities that are sustainable and employment - and livelihoods- intensive</p>	<p><b>Output 1.4:</b> Youth employment generation policies formulated through the provision of high-calibre advisory services to concerned public/private institutions</p>	<p><b>1.4.1:</b> Number of policies formulated that promote youth (focusing both on young women and men) employment <b>Baseline:</b> 1 (2014) <b>Target:</b> 1 per country (2016)</p> <p><b>1.4.2:</b> Percentage of youth population (young women and young men) benefitting from new policies <b>Baseline:</b> 0 (2013) <b>Target:</b> 40% (2015)</p>	<ul style="list-style-type: none"> <li>• Foster public-private partnership for youth employment (including special focus on young women's needs)</li> <li>• Deploy expertise on youth employment</li> <li>• Facilitate knowledge and best practice exchanges through workshops, seminars, conferences and learning events</li> </ul>	<p>300,000</p>
<p><b>Focus Area 1 TOTAL</b> 1,100,000</p>				

**Focus Area 2: Deliver substantive expertise and critical support to countries in crisis situations, including the UNDP regional response to the crisis in Syria and its impact on neighbouring countries through coordination, programming and other vital processes**

**UNDP Strategic Plan (2014-2017) Outcome 5: Countries are able to reduce the likelihood of conflict and lower the risk of natural disasters, including from climate change, and Outcome 6: Early recovery and rapid return to sustainable development pathways are achieved in post-conflict and post-disaster settings**

UNDP Strategic Plan (2014-2017) outputs	Multi-country project outputs	Multi-country project output indicators	Multi-country project activities	Estimated resources (USD)
<p><b>Output 5.5.</b> Policy frameworks and institutional mechanisms enabled at the national and sub-national levels for the peaceful management of emerging and recurring conflicts and tensions</p>	<p><b>Output 2.1:</b> Programming-oriented assessments to augment UNDP's response to the Syria crisis &amp; its spill-over impacts in Mashreq countries is evidence-based, providing a reliable baseline and credible data that are necessary for mid—long term development plans</p>	<p>2.1.1 Number of credible sub-regional assessments undertaken to inform development planning in a comprehensive, transparent and well-coordinated manner</p> <p><b>Baseline:</b> 3 (1- the R/UNDG, 2 country studies: Lebanon and Jordan needs assessments) (2014) <b>Target:</b> 4 (2016)</p>	<ul style="list-style-type: none"> <li>Undertake surveying in the 4 Mashreq countries (Syria, Iraq, Jordan, Lebanon) on the impact of the crisis at municipal, governorate and national levels with the potential for regular monitoring and updating</li> <li>Aggregate data and analyses at the sub-regional level</li> <li>Undertake multi-sector assessments in 4 countries with a view to informing development planning (together with UN agencies and in cooperation with JICA at the filed level on issues such as water, employment, education, health, social services etc)</li> <li>Deploy expertise for analytical and research support</li> <li>Organize publication of studies, reports, policy briefs and dissemination/launching of findings (ensuring visibility of Japan's support)</li> <li>Convene forums and roundtables, workshops with various stakeholders including the donor community</li> </ul>	<p>500,000 (source: Japan)</p>
<p><b>Output 5.6.</b> Mechanisms are enabled for consensus-building around contested priorities, and address specific tensions, through inclusive and peaceful processes</p>	<p><b>Output 2.2:</b> Local mechanisms for social cohesion, mediation and consensus-building are capable of performing core functions, and ensure adequate involvement of women</p>	<p>2.2.1: Number of countries with mechanisms for mediation and consensus building <b>Baseline:</b> 2 TBD (2013) <b>Target:</b> 5 (2016)</p> <p>2.2.6: Number of dialogue sessions and capacity building events organized with national and subnational partners <b>Baseline:</b> 0 (2013) <b>Target:</b> 20 (2016)</p>	<ul style="list-style-type: none"> <li>Organize capacity building on mediation and consensus-building skills, through trainings, workshops, and South experience sharing</li> <li>Organize workshops on conflict causes and mediation techniques with national and subnational leaders</li> <li>Support national initiatives to establish and strengthen mechanisms to address grievances</li> <li>Organize dialogue sessions bringing together religious, community, women and youth leaders to address priority local development issues and develop appropriate responses</li> <li>Support elaboration of local development plans in municipalities through deployment of demand-driven expertise</li> <li>Support local government initiatives that foster youth entrepreneurship and employment opportunities through</li> </ul>	<p>600,000</p>

<p><b>Output 6.2.</b> National and local authorities /institutions enabled to lead the community engagement, planning, coordination, delivery and monitoring of early recovery efforts</p>	<p><b>Output 2.3:</b> Supported national initiatives lead to the design and implementation of livelihoods and early recovery efforts, local governance and municipal services</p>	<p><b>2.3.2:</b> Number of countries with national and local gender-sensitive early recovery plans and information systems <b>Baseline:</b> TBD (2013) <b>Target:</b> 2 (2016)</p>	<p>deployment of expertise as necessary</p> <ul style="list-style-type: none"> <li>• Support the development and interconnection of national and local early recovery responses and plans and information systems through deployment of expertise</li> <li>• Conduct training for national and subnational partners in early recovery and resilience, and sustainable livelihoods practices</li> <li>• Promote livelihoods that generate stable incomes and reduce vulnerabilities and dependence through deployment of expertise</li> </ul>	<p>300,000</p>
<p><b>Output 2.4:</b> National financing or aid management mechanism (including national platforms for coordination) is used accountably and effectively for early recovery</p>	<p><b>2.4.1:</b> Number of countries affected by crisis using financing or aid management/humanitarian coordination mechanisms <b>Baseline:</b> 2 (Jordan and Lebanon) (2014) <b>Target:</b> 4 (2016)</p>	<ul style="list-style-type: none"> <li>• Support establishment of national platforms for coordination in close partnership with governments and United Nations organizations</li> <li>• Organize capacity building workshops and information sessions</li> <li>• Deploy expertise to support countries as needed</li> </ul>	<p>200,000</p>	
<b>Focus Area 2 TOTAL</b>				<b>1,600,000</b>

Focus Area 3. Provide strategic support and expertise to countries undergoing transitional reforms

UNDP Strategic Plan (2014-2017) Outcome 2: Citizen expectations for voice, development, the rule of law and accountability are met by stronger systems of democratic government			
UNDP Strategic Plan (2014-2017) outputs	Multi-country project outputs	Multi-country project output indicators	Multi-country project activities
<p><b>Output 2.1.</b> Parliaments, constitution making bodies and electoral institutions enabled to perform core functions for improved accountability, participation and representation, including for peaceful transitions</p>	<p><b>Output 3.1:</b> Parliaments, constitution-making bodies, and legal, rule of law and electoral institutions meet minimum international standards, including adequate representation of women, to perform their core functions</p>	<p><b>3.1.2:</b> Percentage of parliaments and constitution-making bodies and electoral institutions benefitting from training workshops  <b>Baseline:</b> 0 (2013)  <b>Target:</b> 50% (2016)</p> <p><b>3.1.4:</b> Number of national electoral and political training mechanisms for women up and running  <b>Baseline:</b> limited (2013)  <b>Target:</b> 1 per country with upcoming election in 2014-2016 (2016)</p>	<ul style="list-style-type: none"> <li>Organize workshops with parliamentarians, constitution-making bodies and electoral institutions on constitution drafting, accountability, and participation and representation</li> <li>Conduct training to enhance understanding of electoral procedures and campaigning</li> <li>Raise awareness through knowledge products on constitution drafting, TV spots, local consultations, and United Nations guidebook on human rights</li> <li>Support measures to integrate women in elective and non-elective positions in the same proportion as men through deployment of expertise</li> <li>Support development of national mechanisms to encourage women to participate in electoral processes, political activities and other leadership areas through deployment of expertise</li> <li>Promote reform of electoral systems to ensure equal rights of women through deployment of expertise</li> <li>Provide policy advice and technical assistance</li> </ul>
<p><b>Output 2.4.</b> Frameworks and dialogue processes engaged for effective and transparent engagement of civil society in national development</p>	<p><b>Output 3.2:</b> Civil society fully engaged in development and crisis-related issues, through women's and youth groups, indigenous peoples and other excluded groups</p>	<p><b>3.2.1:</b> Number of civil society organizations engage in discussions/dialogues on development-related issues  <b>Baseline:</b> limited engagement (2014)  <b>Target:</b> 3 per country (2016)</p> <p><b>3.2.2:</b> Number of civil society organizations trained in crisis-related issues, using the Conflict-Related Development Analysis (CDA) methodology, disaggregated by women's and youth groups, indigenous peoples and other excluded groups  <b>Baseline:</b> limited (2013)  <b>Target:</b> 5 per country (2016)</p>	<ul style="list-style-type: none"> <li>Support training, research, and assessments that promote interaction between civil society (with a focus on women's organizations) and government</li> <li>Provide capacity building to support relevant activities of civil society organizations, including for women's empowerment and vulnerable groups</li> <li>Support the development of national and regional networks for conflict prevention and management, by facilitating events and communications</li> <li>Promote civil society engagement in crisis-related discussions</li> <li>Provide policy advice and technical expertise</li> </ul>
			Estimated resources (USD) 700,000
			300,000
Focus Area 3 TOTAL			1,000,000

**Focus Area 4: Strengthen country office capacities in resource mobilization; effective communications, advocacy and outreach; results-based management; and monitoring and evaluation**

**UNDP Strategic Plan (2014-2017) Outcome on Improved Accountability for Results: Higher quality programmes through results-based management; and External relations and partnerships, communications and resource mobilization**

UNDP Strategic Plan (2014-2017) results statement	Multi-country project outputs	Multi-country project output indicators	Multi-country project activities	Estimated resources (USD)
<p><b>Output 1.</b> Programme effectiveness enhanced for achieving results at all levels through quality criteria and quality assurance processes</p>	<p><b>Output 4.1:</b> Country office annual results reports and projects meet or exceed expected organizational quality standards, and country offices fully implement agreed actions from evaluation management responses</p>	<p><b>4.1.1:</b> Percentage of country office annual results reports which meet or exceed expected organizational quality standards (<i>QCPR related indicator</i>) <b>Baseline: 56% (10 COs across the region are in green for 2012 ROARs) (2014)</b> <b>Target: 100% (2016)</b></p>	<ul style="list-style-type: none"> <li>Organize capacity building on RBM for staff on results reporting and UNDP expected quality standards and requirements</li> <li>Ensure easy and immediate access to results reporting knowledge products and guidance</li> <li>Ensure staff at all levels understand and are aware of RBM concept, programme design and results reporting requirements for all kinds of reports</li> <li>Include a specific results area on RBM and results reporting in staff annual assessments (RCAs)</li> <li>Ensure quality implementation of management responses to evaluations findings and follow up with country offices accordingly</li> <li>Deploy expertise as needed</li> </ul>	520,000
<p><b>Output 3.</b> UNDP recognized as a development partner of choice by its partners</p>	<p><b>Output 4.2:</b> Funding from government and non-government partners increases in size and trend</p>	<p><b>4.2.1:</b> Percentage increase in size and trend in funding from government and other non-government partners (including international financial institutions, regional development banks, civil society, private sector) (<i>Common QCPR indicator</i>) <b>Baseline: TBD (2013)</b> <b>Target: 20% (2016)</b></p>	<ul style="list-style-type: none"> <li>Arrange meetings with government counterparts, traditional and emerging donors, and non-government partners to share programme areas of work and funding requirements</li> <li>Build staff capacity in resource mobilization and advocacy and outreach</li> <li>Identify potential funding sources and donors based on programme areas of work</li> <li>Develop resource mobilization plan with expected targets and deadlines</li> <li>Deploy expertise to strengthen resource mobilization and communication capacities</li> </ul>	280,000
<b>Focus Area 4 TOTAL</b>				<b>800,000</b>
<b>OVERALL TOTAL</b>				<b>4,500,000</b>

## V. MANAGEMENT ARRANGEMENTS

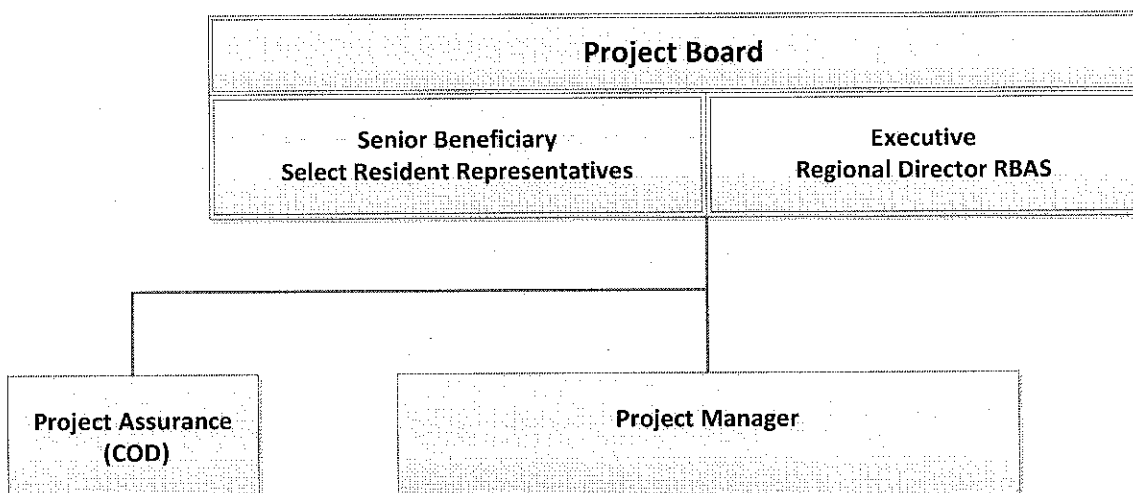
In light of the project's multi-country nature, it is implemented under the direct implementation modality by RBAS. A Project Manager will be designated to be in charge of the project management and implementation, assisted by the Country Operations Division, and under the overall guidance of the RD/DRD of RBAS. The Project Manager will be responsible for the day-to-day management, project monitoring and decision making. RBAS will be responsible for all financial management, procurement and recruitment issues, and will sign a budgeted annual work plan on an annual basis, as per UNDP rules and regulations.

The expected duration of the project is 24 months.

RBAS will establish a project board responsible for management decisions when guidance is required by the Project Manager.

The Executive role will be held by a member of RBAS Regional Director who will chair the project board and ultimately be responsible for the project. The project board is responsible for project assurance (monitoring and oversight functions). The project board will carry out the following functions:

- Ensure that project goals and objectives are achieved in the defined timeframe;
- Review project progress and suggest implementation strategies periodically;
- Review project expenditures against activities and outcomes; and
- Endorse annual work plans, reviews and reports;
- Make decisions by consensus, including the approval of project revisions (i.e. changes in the project document);
- Meet at least twice a year to review management risks and most relevant issues; meetings can be held virtually (i.e. teleconference, videoconference, and email); the project manager will act as project board secretary;
- Consult with the project manager when management tolerances (in terms of time and budget as per work plan) have been exceeded (the steering committee defines tolerances).



Specific activities under this project may be conducted in coordination and collaboration with internal (e.g. other United Nations organizations) or external partners, or outsourced to independent experts, non-governmental or other partner organizations, following UNDP contracting rules and regulations. The project will benefit from fast track procedures in those target country offices that have been granted permission to use them.

	Country Office(s)	RBAS New York
Implementation project activities: a) Programming b) Operations	√	
Relations with national partners	√	
Provision of advisory services	√	√
Project assurance: monitoring compliance of the project activities with annual work plan(s) and project objectives		√
Sharing knowledge and lessons learnt from the project implementation	√	
Reporting on project activities and achievement of project objectives	√	
Monitoring and oversight at regional level		√
Ensuring communication and liaising with development partners	√	√

## VI. MONITORING AND EVALUATION FRAMEWORK

In accordance with the programming policies and procedures outlined in the UNDP Programme and Operations Policies and Procedures, the project will be monitored through the standard formats presented in the present section. The description below refers to the UNDP Enterprise



Resource Planning system called Atlas (which is used for financial and operational management of the project).

### **Monitoring**

Implementation of the project will be monitored biannually (i.e., within the annual cycle) and annually.

Monitoring will be based on biannual progress reports and biannual financial reports. The project manager will submit the biannual progress reports to the project board, and will be composed of five sections as described below.

- a. A technical narrative part (including progress monitoring and quality management based on quality criteria and methods). The minimum format for the text includes: the extent of achievements of results; carrying out of activities; delivery of means; possible changes within the sector, and within the project environment in general, and their effects on the project; and a proposal for changes in planned activities.
- b. Issue log updates (activated in Atlas to facilitate tracking and resolution of potential problems or requests for change);
- c. Risk log updates (activated in Atlas and regularly updated by reviewing the external environment that may affect the project implementation);
- d. Lesson-learned log updates (activated in Atlas and regularly updated to ensure on-going learning and adaptation within the organization, and to facilitate the preparation of the lessons-learned report at the end of the project); and
- e. Monitoring schedule plan updates (activated in Atlas and updated to track key management actions/events).

The project manager will also submit biannual financial reports to the project board that will contain an executive summary, a comparison of planned budget with actual expenditures, explanation of differences between budget and expenditures, and cumulative expenditures by the beginning of the year.

Annual monitoring will be based on the annual review report and the annual project review. The project manager will prepare an annual review report which the project board will approve. The annual review report (at minimum) will consist of the monitoring report format and the annual financial report based on recorded expenditures in Atlas. The minimum format for the monitoring report includes the following sections:

- a. Summary;
- b. Proposals for changes in the project (if any) and justification;
- c. Assessment of the intervention;
- d. Risk log and issue log updates (i.e. possible changes in the project environment, including materialization of assumptions and risks, and their effects on the project).

### **Implementation modalities and lessons learned**

Based on the report described above, an annual project review will be conducted during the fourth quarter of the year, or soon after, in order to assess the performance of the project and appraise the annual work plan for the following year. In the last year of project implementation,

this review will be considered a final assessment. The review is driven by the project board and may involve other stakeholders as required. It will focus on the extent to which progress is being made towards outputs, and whether outputs remain aligned to appropriate outcomes.

## **VII. PARTNERSHIP STRATEGY**

The two-year multi-country project emanates from and is an integral part of both the UNDP strategic plan, 2014-2017, and the upcoming regional programme framework of the Regional Bureau for Arab States, 2014-2017 – both of which are more focused. As such, partnerships and coordination will be essential for success, focusing leveraging expertise and knowledge through South-South and triangular cooperation, and coordination with the United Nations development system.

While engaging with partners and stakeholders at the global, regional and country levels, the project will focus on assistance and partnerships at the country level. The regional bureau and country offices will implement the project in close cooperation with national and local government, communities, civil society organizations, foundations, think-tanks and private sector companies. They will also liaise closely with national and local administrations involved in relevant practice areas where UNDP provides assistance.

UNDP will coordinate the multi-country project activities with other United Nations funds, programmes and specialized agencies, as well as with the United Nations Economic and Social Commission for Western Asia, to further develop synergies and complementarities, in line with the principles of the 2012 quadrennial comprehensive policy review.

UNDP will also seek out complementarities and/or avoid redundancies with the initiatives of other international organizations such as the World Bank, the international financial institutions, regional development banks, as well as bilateral donors working in the targeted countries. The organization will likewise seek out and engage with regional entities such as the League of Arab States.

## **VIII. LEGAL CONTEXT**

This document, together with the relevant United Nations Development Assistance Framework and the UNDP country programme document (approved by the UNDP Executive Board), and UNDP country programme action plan (signed by governments and UNDP) constitute the programme document as referred to in the Standard Basic Assistance Agreement which UNDP has with each country covered by this project. All country programme action plan provisions apply to this document.

This project will be executed by UNDP in accordance with its financial regulations, rules, practices and procedures, only to the extent that they do not contravene the principles of the financial regulations and rules of UNDP. Where the financial governance of an implementing partner does not provide the required guidance to ensure best value for money, fairness, integrity, transparency, and effective international competition, the financial governance of UNDP will apply

## IX. FEASIBILITY, RISK MANAGEMENT AND SUSTAINABILITY

Risk (type and examples)	Likelihood (scale: lowest 1, highest 5)	Impact (scale: lowest 1, highest 5)	Risk management approach
<i>Safety and security:</i> e.g. threats towards individuals or organizations that are partners to a component of the project	2	3	Country offices are required to adhere to standard operating procedures regarding safety and security. Additional care must be taken when operating in <i>significantly changed</i> security environments, such as in parts of Iraq, Libya, Somalia and Syria and potentially elsewhere (e.g., parts of Lebanon and Sudan), where the risk profile of UNDP and local or international partners may also change significantly in 2013-2014. However, even if security makes it necessary to curtail a particular element of the project, the wider project will be able to continue and not be jeopardized.
<i>Political obstruction:</i> e.g. national government or local authorities try to interfere or otherwise obstruct the project	1	4	The risk of political obstruction of the project is very low. This is especially true given UNDP's long-established presence in each of the countries concerned. To minimize the risk of political obstruction, UNDP must communicate transparently to relevant authorities about the aims and benefits of the project for the government and people of each country.
<i>Conflict:</i> e.g. escalation in violent conflict in an area that is significant for the project	2	4	Outbreaks of violent conflict might make it necessary for UNDP to temporarily withdraw staff from affected areas. However, national and local partners would be likely to maintain their presence and operations except in extreme circumstances. If conflict makes important geographical areas off-limits to the project, UNDP will counterbalance this by reallocating resources to geographical areas where implementation is not obstructed.
<i>Sustainability:</i> e.g. national or local partners for certain elements of the project are not set up to operate in a sustainable way	2	2	Low sustainability of government entities or civil society organizations is an unavoidable liability in very poor contexts such as in Somalia, Djibouti and Yemen. This can only be managed by careful choice of partners and, where there is little choice, by concentrating on developing the capacities of individuals or, if merited, investing in the abilities of the partner to place itself on a more sustainable basis.
<i>Implementation delays:</i> e.g. slow implementation of project outputs because of delays internal or external to UNDP	2	1	To minimize delays, country offices will manage recruitment where needed, in relation to specific outputs; contingency funds will be reserved within the budget and will be supplemented by UNDP contributions if needed. To minimize delays in procurement, the project will use existing country office procurement systems. To minimize the impact of delays, implementation of project components should proceed in parallel. UNDP takes responsibility for completion of the project on the basis of a no-cost extension.