

United Nations Development Programme
Country: occupied Palestinian territory
Project Document

Project Title Advanced Planning for Early Recovery

UNDAF Outcome(s):

Mid-Term Strategy Outcome(s): Broad-based human development and achievement of MDGs promoted and accelerated
(Those linked to the project and extracted from the CP)

Expected Output(s): Output 1.1.2: Crisis and conflict prevented and mitigated:
Early recovery planning, coordination and advanced UN and partners programming in place, plans set and programming developed
(Those that will result from the project)

Executing Entity: UNDP PAPP (DEX)

Implementing Agencies: UNDP, UN agencies, Civil Society Organizations

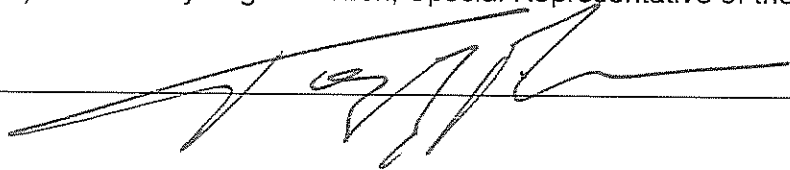
Brief Description

This project aims to support advanced UN early recovery coordination and interagency programming, for comprehensive and multi-stakeholder early recovery through focused monitoring of socio-economic and human development impact of the crisis, early recovery analysis, coordination and setting the stage for early recovery through joint programming. This two-year initiative shall set the stage for a comprehensive early recovery multi-stakeholder response, with impact on all areas of the Gaza Strip. This proposal will be incorporated into the existing project "Rapid Support to Livelihoods and Social Services in Gaza and Advanced Planning for Early Recovery", as a revision / expansion of its Output 4.

Programme Period: 2009 – 2011 (24 months)	
Key Result Area (Strategic Plan)	1.1.2
Atlas Award ID:	00050123
Start date:	19/12/2009
End Date	31/12/2010
PAC Meeting Date	BPAC 20/8/2009
Management Arrangements	_____

Total resources required	US\$ 2,510,000
Total allocated resources:	US\$ 2,510,000
• Regular	_____
• Other:	
○ Donor	BCPR
○ Donor	_____
○ Donor	_____
○ Government	_____
Unfunded budget:	_____
In-kind Contributions	_____

Agreed by (UNDP): Jens Toyberg Frandzen, Special Representative of the Administrator



I. SITUATION ANALYSIS

I.I. Country Context:

In June 2007, Hamas took full control over the Gaza Strip, after the dissolution of the National Unity Government, and the Palestinian Authority (PA) was confined to the West Bank. The Gaza take-over has led to a *de facto* separation of the two parts of the oPt.

Following the Hamas takeover, a blockade was imposed by the Israeli authorities on the Gaza strip that brought the economy to a virtual halt, and led to a considerable deterioration of the living conditions of the population. The present project was initially designed against this background to provide livelihoods support and maintain the delivery of basic services to the most vulnerable groups of the Gaza population. With support from BCPR and the UAE, the project succeeded in mobilizing a large number of NGOs to provide basic services to vulnerable groups and livelihood opportunities with a particular focus on the youth.

The 27 December Israeli incursion in the Gaza strip caused major compounding damages to these already fragile productive assets and basic services, and resulted in further weakening the capacities of Gazans to sustain their livelihoods.

As highlighted in the Palestinian National Early Recovery Plan for Gaza, already overstretched social facilities, such as health and education facilities, sustained severe damage, further deteriorating their capacity to deliver services. The most vulnerable groups are particularly affected by the situation, and care for the elderly, the home-bound and the disabled has deteriorated.

In addition, large areas of the Gaza strip, in particular industrial areas, were reduced to rubble and more than 15,000 houses were reportedly damaged or destroyed. Damages to the water and sanitation systems and networks have left hundreds of thousands people without access to potable water and released considerable flows of untreated sewage in open areas.

In the agricultural sector, widespread destruction of cultivated land, greenhouses, livestock and poultry farms are not only depriving thousands of Gazans from livelihood and employment opportunities, but are also impacting negatively on the food security situation of the strip.

Loss of livelihood opportunities has resulted in unemployment rates reaching 70 to 80% in some areas. Environmental destruction, sewage contamination and seepage will require a large-scale programme for the safe removal of rubble and unexploded ordnance as well as special attention on longer term implications for the environment and on environmental health.

The social impact of the Israeli incursion is also considerable. The incursion has left a population traumatized by the violence and by the grim prospects for recovery and return to a degree of normalcy. Psychosocial care needs have increased, especially for children. In addition, social cohesion is deteriorating, with increasing domestic violence reports and growing social mistrust.

Continued access restrictions of goods and people into the Gaza strip are hampering recovery and reconstruction efforts. To date only a limited number of humanitarian items are allowed into the Gaza strip, and amounts and types continue being subjected to random restrictions and unpredictable clearance procedures.

It is however essential that early recovery support to the most vulnerable groups be provided as a matter of emergency. The blockade of the Gaza strip and the Israeli incursion have reinforced the dependency of the Gaza population on humanitarian handouts, and has ruined numerous opportunities for Gazans to sustain their lives in a dignified manner.

Despite the blockade, a number of early recovery interventions can still be conducted in the Gaza strip that contribute to alleviate the plight of Gazans and reduce their dependency on humanitarian assistance:

Rubble removal activities coordinated and implemented by UNDP together with a number of partners, such as UNRWA, CHF, NRC, Mercy Corps, UNMAS and MAG, are now in full fledge. UNDP is mobilizing around USD 15 million for the removal and crushing of around 600,000 tons of rubble that will be reutilized for the rehabilitation of agricultural roads.

In the fields of agricultural and non-agricultural livelihoods, a number of UN agencies, international and local partners (such as FAO, UNDP, PARC, Norwegian People's Aid, Asamblea de Cooperacion por la Paz, the Arab Fund, Action Contre la Faim, Palestinian Centre for Organic Culture) are already rehabilitating damaged agricultural assets, such as agricultural lands, orchards, greenhouses, seed banks, agricultural roads and irrigation networks, albeit in a limited manner due to lack of access of construction material. UNDP is finalizing preparations for the implementation of a USD 8 million Islamic Development Bank funded project to rehabilitate 16,000 ha of agricultural fields as well as greenhouses, nurseries, water wells and fishing boats.

In addition, UNRWA, UNDP, COOPI, Save the Children and other partners are providing immediate employment opportunities to vulnerable groups through labour intensive mechanisms, that are geared towards the improvement of the Gaza strip living environment and encompass street and beach cleaning, minor rehabilitation works, waste management. Support to small businesses is also provided by UNDP through the DEEP programme and by UNRWA. These activities can be scaled up, even under the current circumstances to revive small and medium enterprises and agro-businesses that have a local market potential.

Negotiations are also on-going with Israeli authorities to restart suspended UNDP and UNRWA housing reconstruction schemes, as well as major wastewater treatment projects. Furthermore, plans and coordination mechanisms have to be set-up to allow for a rapid scaling up of coordinated recovery and reconstruction assistance with the eventual lifting of border closures.

I.II. Early Recovery Coordination

The above-mentioned coordinated early recovery effort is currently taking shape in the Gaza Strip. In the onset of the Gaza crisis, the Humanitarian Coordinator activated the cluster approach to organize a coordinated response to the humanitarian and early recovery needs of the affected population.

In addition to the Education, Health, WASH, Shelter, Food Security and Nutrition, Agriculture, Mine Action, Logistics and Protection clusters and working groups, an early recovery coordination mechanism, the Early Recovery Network, was established in Jerusalem and in Gaza to ensure a coherent early recovery response across all clusters.

An Early Recovery Cluster was also created to cover key early recovery areas not covered by the other clusters. The Early Recovery Cluster – renamed GLUE cluster – consists of the Governance, Livelihoods, Utilities and Environment sub-clusters. Both the Early Recovery Network and GLUE Cluster are led and facilitated by UNDP PAPP, at the request of the Humanitarian/Resident Coordinator.

With support from BCPR, the Early Recovery Network, in close coordination with all UN agencies and partners, supported the preparation of the Palestinian National Early Recovery and Reconstruction Plan for Gaza that was presented at the Sharm El-Sheikh Conference on 2 March 2009. Additional support was further provided by BCPR to support the existing coordination structure and improve ER programming in Gaza.

Early recovery is expected to become the centre of the overall humanitarian effort as the needs for immediate relief in Gaza gradually diminish. The UN and partners are currently devising their response to the PA plan and have mapped their current and planned interventions to facilitate coordination and develop harmonized approaches and strategies (see attached). UNDP has spearheaded a major early recovery workshop in Gaza that brought together around 120 participants from around 60 international and national organizations to discuss early recovery plans and strategies. UNDP is now preparing for a livelihoods early recovery workshop for October 2009, where national and international partners will agree on common strategic orientations to revive livelihoods and mitigate poverty in Gaza. Similar workshops are planned on Governance and on Environment.

In addition, discussions are underway between UNSCO, UN agencies and the Palestinian National Authority on the launching of a Gaza Multi-donor Trust Fund for early recovery and reconstruction activities in the Gaza Strip. The Trust Fund will be utilized to fund early recovery projects and initiatives that are aimed at achieving the objectives set in the UN Mid-Term Review Plan that was finalized in June 2009. While NGOs will not be able to directly access funds from the Trust Fund, they will be able to associate themselves with UN agencies around joint programming initiatives. Much support is thus needed to devise a strong and coherent coordinated ER response to the needs of Gazans.

While the initial focus of the early recovery coordination effort is on Gaza, the staffing structure that is proposed in this note could later serve as the basis for broader coordination of early recovery in oPt overall.

II. STRATEGY – FOSTERING EARLY RECOVERY COORDINATION

The present project will enable the UN and its partners to respond in a coherent and coordinated manner to the early recovery needs of Gaza. The deployment of key coordination support staff to the Early Recovery Cluster / Network, and the provision of seeds resources for building the capacity of national counterparts, for setting-up a "do-no-harm" monitoring and evaluation framework, and for developing and disseminating key monitoring and advocacy papers will be key to ensure sound and swift implementation of early recovery interventions in the Gaza Strip.

Experience around the world has shown that effectiveness of any early recovery intervention, in terms of its timing and suitability, depends very much on the level of preparedness for a quick scale-up of activities. Accordingly, advanced planning is a key element for a successful early recovery response and a seamless transition to recovery and development. As mentioned above, Early Recovery partners are in the process of

mapping out their current and planned interventions and to look at their current preparedness to deliver on early recovery. This mapping will feed into the Early Recovery Action Plan that the Palestinian Authority is currently preparing. Much support is however needed to support the preparation of the Plan and the inclusion of all partners' contributions into the Plan.

The project will include the recruitment of an Early Recovery Coordinator for Gaza, who will be assisted by a national Monitoring and Evaluation Officer. The team will be responsible for the coordination of the Early Recovery Network and the management of the GLUE Cluster in Gaza. They will be key to ensure the development of joint operational plans and the adoption of common guidelines by all partners for early recovery interventions. The team will also be entrusted with the setting-up of a monitoring and evaluation framework that shall include a "do-no-harm" dimension. The socio-economic monitor described below will be one element of the framework, but training of partners on "do-no-harm" approaches and principles, targeted assessments and evaluations will be required to ensure that the implemented interventions reach their intended objectives and are devoid of pernicious effects.

A Livelihoods sub-cluster coordinator is also envisaged within the present project in view of the importance of this sub-cluster in the Gaza context. The livelihoods sub-cluster coordinator will be playing a key role in facilitating the development of integrated livelihoods recovery strategies for the Gaza strip and in establishing a fruitful cooperation with other sectors, in particular the Agriculture sector working group. To date, livelihoods partners are implementing a number of short-term, mainly labour-intensive emergency interventions. However, a large number of initiatives, even in the current access restrictions, can be designed and implemented to strengthen the resilience of the Gaza economy by focusing on the local market, revive small and medium enterprises, provide grants, loans and micro-finance opportunities, retrain and retain skilled workers, and prepare the groundwork for matching skills with market employment requirements. Particular attention will be paid to the inclusion of women in these efforts, as they currently represent a tiny proportion of the employed in Gaza. Special efforts will also be made to provide employment opportunities to people with disabilities, including those disabled in the most recent incursion. Mobilizing local NGOs in this regard is underway and a livelihoods workshop is being planned for 2009 fourth quarter.

Depending on the scale of early recovery and reconstruction and the access constraints, the Early Recovery Coordinator and the Livelihoods sub-cluster Coordinator for Gaza may also be able to provide programming support to the UNDP Office in Gaza and advise Programme staff in the development of new programme initiatives. In view of the prominent role of UNDP in the early recovery interventions covered under the GLUE, the programming support proposed is not likely to contradict or conflict with UNDP coordination role. On the contrary, it is expected that new UNDP programmes will have a synergetic effect on partners' programmes. In addition, UNDP will be strategically placed to facilitate access of MDTF resources by international NGOs and local partners around joint programme interventions.

The project also includes funding for the already deployed Early Recovery Advisor based in Jerusalem, and for an Information Management Officer who will be embedded in OCHA. UNDP, like all Cluster Leads, is committed to dedicating adequate resources to information management within the Early Recovery Cluster and Network. The Jerusalem-based team will be the interface with national authorities, OCHA, UNSCO and UN agencies and partners in Jerusalem, and will coordinate the Early Recovery Network and manage the Early Recovery Cluster for the oPt. The team will assist in the design of capacity building interventions for the Ministry of Planning to play a leading role in Early Recovery planning and coordination.

An important component of the project is also to enhance the capacity of the UN and its partners to monitor and report on the evolution of the socio-economic situation in the Gaza Strip. This is particularly relevant in the current context of a blockade, but would be no less relevant once borders open and a large influx of recovery and reconstruction support pours into the Strip. Through the setting-up of a socio-economic trends monitoring mechanism and the issuance of regular thematic reports, it is expected that the ER Network will be in a stronger position to advocate for access and support, that it will be more capable to re-orient its plans to cover arising urgent needs, and that it will be able to regularly monitor the impact of the support provided.

All the interventions that will be implemented under the project will be designed, planned, implemented, monitored and evaluated through participatory processes involving the civil societies, the community and other concerned institutions.

The oPt is one of six focus countries selected for the OCHA-led Cluster Evaluation Phase II, due to take place over the coming months. Putting in place a robust early recovery coordination mechanism will allow UNDP to actively engage in the evaluation process and demonstrate its added value in terms of early recovery coordination and support for national and local ownership of the early recovery effort.

III. RESULTS AND RESOURCES FRAMEWORK

Mid-Term Strategy Outcome 1.1 Broad-based human development and achievement of MDGs promoted and accelerated Output 1.1.2 Crisis and conflict prevented and mitigated

UNDP Strategic Plan: This project aims to support advanced UN early recovery coordination and interagency programming, for comprehensive and multi-stakeholder early recovery through focused monitoring of socio-economic and human development impact of the crisis, early recovery analysis, coordination and setting the stage for early recovery through joint programming.

Partnership Strategy: Implementation will be done in close coordination with all UN agencies, international and national NGOs, national and local authorities at the appropriate level, communities, the private sector, research institutes and academia. As Early Recovery Network Lead, UNDP will facilitate the convening of all cluster and sector working groups around early recovery issues, including response plans, joint implementation schemes, enhanced cross-sectoral coordination for ER, and harmonized practices. As Early Recovery Cluster (GLUE) Lead, UNDP will play a direct role in coordinating partners' ER interventions in the fields of Governance, Livelihoods, Utilities and Environment. In addition, UNDP will liaise with all relevant partners, including research institutes, academia and public authorities for setting-up monitoring mechanisms and to strengthen the capacity of national institutions in early recovery planning and coordination.

Intended Outcomes	Indicative Activities	Responsible parties	Inputs
<p>Early recovery planning, coordination and advanced UN level programming in place, plans set and programming developed.</p> <p>Indicative targets:</p> <ul style="list-style-type: none"> - Early Recovery Network established with all partners familiarized with and committed to early recovery approaches - Early Recovery Cluster established, covering early recovery needs not addressed by other IASC clusters (e.g. Governance, Livelihoods, Environment and ensuring attention to cross-cutting issues) - Early recovery plans and on-going interventions of UN agencies and partners regularly mapped by ER network and shared with all stakeholders, including through the OCHA information management systems - Capacity of National partners on Early Recovery planning and coordination built, with emphasis on the inclusion of women - Early recovery action plan for UN and partners developed in coordination with the Palestinian National Authority and implemented - Early Recovery Monitoring and Evaluation framework (including a "do-no-harm" monitoring mechanism and based on sex-and age 	<p>Early Recovery Coordination</p> <p>1.1 Regular Early Recovery Forum meetings held, leading to greater familiarization with ER approaches</p> <p>1.2 Regular Early Recovery Cluster Focal Points meetings held, leading to greater integration of Early Recovery within clusters, greater cross-sectoral linkages, and comprehensive coverage of cross-cutting issues</p> <p>1.3 Regular Early Recovery Cluster meetings held, leading to coordinated ER planning and implementation for ER issues not covered by other clusters</p> <p>1.4 Joint operational plans developed, guidelines elaborated, new programme initiatives developed, international and local NGOs able to access MDTF resources under UNDP umbrella proposals</p> <p>1.5 Information management system for early recovery in place, in full harmonization with OCHA's overall inter-cluster information management services, and closely linked to national information management</p>	<p>Responsible: UNDP (DEX)</p> <p>Implement partners: National Counterparts, UN agencies, INGOs, NGOs, Research Institutes</p>	<ul style="list-style-type: none"> - Early Recovery Advisor, Jerusalem - Early Recovery Coordinator, - IMO (national), Jerusalem <p>US\$ 1,080,000</p>

<ul style="list-style-type: none"> - disaggregated data) elaborated and implemented - A number of joint implementation schemes developed and implemented by UN agencies and partners - Common guidelines on critical early recovery issues developed and adopted by a broad range of UN agencies and partners - Socio-economic trends, including women's participation in the workforce, in the Gaza strip and the oPt monitored regularly as an advocacy and impact monitoring tool - Early Recovery Coordination mechanism for West Bank humanitarian pockets initiated - A number of early recovery initiatives, with a specific focus on livelihoods and protection initiated for the West Bank. - Strengthened national capacities, including the participation of women, to reduce, mitigate and cope with the impacts of the ongoing siege - Percentage of total livelihoods budget dedicated to funding women's organizations and activities - Percentage of total livelihoods budget dedicated to funding women's organisations and activities for people with disabilities 	<p>efforts to ensure a smooth hand-over of responsibility at a later stage.</p> <p>Develop National capacities to lead ER coordination and planning</p> <p>1.6 Support to ER secretariat of the Ministry of Planning.</p>		<ul style="list-style-type: none"> - 6 months consultancy - Training <p>US\$ 200,000</p>
	<p>Multi-stakeholder, gender and age responsive Early Recovery livelihoods strategy for the Gaza Strip developed and implementation coordinated.</p> <p>1.7 Regular Livelihood sub-cluster meetings held enabling follow-up and steering of livelihood interventions, leading to greater impact and consistency</p> <p>1.8 Livelihood workshop held with broadest range of livelihoods stakeholders, leading to strategic orientations for revival of livelihoods opportunities agreed and acted upon.</p> <p>1.9 Detailed sex and age disaggregated needs of livelihoods sectors assessed, leading to new programme initiatives developed and implemented to enable revival of livelihoods opportunities in Gaza</p>		<ul style="list-style-type: none"> - Livelihoods Advisor / expert, Gaza (one year) - Needs assessment missions costs - Workshop costs <p>US\$ 380,000</p>
	<p>Monitoring and Evaluation, including "Do No Harm" M&E mechanism.</p> <p>1.12 Setting-up of Monitoring and Evaluation framework</p> <p>1.13 Monitoring and evaluation framework regular reports issued</p>		<ul style="list-style-type: none"> - National M&E Officer - M&E mission costs <p>US\$ 200,000</p>
	<p>Support to Do No Harm approaches in multi-stakeholder Early Recovery planning and implementation.</p> <p>1.14 Sustained awareness raising and capacity development of UN partners and national partners on conflict sensitivity, the promotion of social inclusion and gender equality, and Do No Harm;</p> <p>1.15 Accompaniment of the UN partners and local</p>		<ul style="list-style-type: none"> - Sub-contract (conflict baseline) - National consultants - Workshop - Travel <p>US\$ 250,000</p>

	<p>stakeholders in the design and implementation of their programmes in a way that is conflict sensitive and that promotes peace building, gender equality and the inclusion of people with disabilities.</p> <p>1.16 Codification and dissemination of lessons learnt to improve UNs practice in early recovery and recovery in Gaza.</p> <p>1.17 The development of a conflict baseline of Gaza (linked to the national CDA) with detailed information on the differential impacts on women and men, old and young.</p>		<ul style="list-style-type: none"> - Needs Assessment Consultancy cost - Workshops - Dissemination & reporting
	<p>Early Recovery Planning</p> <p>1.18 Needs assessment mission deployed leading to revision of Gaza Early Recovery and Reconstruction Plan; experts on older persons, people with disabilities and gender to be included in mission</p> <p>1.19 Workshop and follow-up to map on-going and planned early recovery interventions by UN and partners</p> <p>1.20 Workshop with UN, partners and counterparts held to develop ER Action Plan</p>		<ul style="list-style-type: none"> - Contracting - Consultancy - Dissemination & reporting <p>US\$ 100,000</p>
	<p>Early Recovery advocacy and information</p> <p>1.21 Sources of socio-economic information, including sex and age disaggregated data, identified and mechanism for collection of data elaborated</p> <p>1.22 Regular bi-monthly socio-economic trends monitoring reports issued</p> <p>1.22 Early Recovery Advocacy papers published</p>		<ul style="list-style-type: none"> - Contracting - Consultancy - Dissemination & reporting <p>US\$ 300,000</p>

IV. RISKS, ASSUMPTIONS AND MITIGATION MEASURES

Areas	Risk	Mitigation Measures	Options for Programme Responses
Operational Risks			
Administration / Operation	<ul style="list-style-type: none"> - Deterioration of security situation in the Gaza Strip constrains mobility of the project staff 	<ul style="list-style-type: none"> - Develop partnerships with other actors to enable flow of information and proxy interventions - Enhance knowledge and involvement of national staff in early recovery and coordination issues 	<ul style="list-style-type: none"> - Rely on partners for information flow and proxy interventions - Rely on national staff, when and if possible
Programme Risks	<ul style="list-style-type: none"> - The lifting of the blockade and a political settlement to the Fatah / Hamas divide allows for a PCNA process to take place. The early recovery coordination mechanism is superseded by PCNA coordination and UN reconstruction plan 	<ul style="list-style-type: none"> - Ensure that recruited staff also possesses professional experience relevant to PCNA, strategic planning and reconstruction processes - Ensure that early recovery coordination interventions are consistent with and can feed into PCNA and UN strategic planning processes 	<ul style="list-style-type: none"> - Convert Early Recovery Coordination mechanism into PCNA and UN response plan strategic planning mechanisms, with specific UNDP focus on governance, livelihoods, utilities and environment, consistent with the GLUE approach
Early Recovery Coordination			

	<ul style="list-style-type: none"> - The continued blockade hampers meaningful recovery activities to take place. In the absence of major ER interventions, ER Coordination loses momentum 	<ul style="list-style-type: none"> - Focus on: i) preparedness measures, ii) use of locally available resources, and iii) advocacy and reporting 	<ul style="list-style-type: none"> - Phase recruitment of staff based on assessment of prospects for recovery interventions - Ensure that recruited staff also possess programming skills for UNDP programme development
<p>Support to national authorities</p>	<ul style="list-style-type: none"> - Due to the divide between Fatah and Hamas, the support to the Ministry of Planning prompts criticisms from other partners and undermines the position of UNDP in the Gaza Strip 	<ul style="list-style-type: none"> - Ensure full transparency of UNDP interventions - Clarify justification for supporting the Ministry of Planning - Ensure consistent messaging from UNDP and the Ministry of Planning on objectives - Maintain relationship with all parties to develop early warning mechanism 	<ul style="list-style-type: none"> - Emphasize justification for support to be provided
<p>Data collection, advocacy and reporting</p>	<ul style="list-style-type: none"> - Information gathered and released stirs controversy with one or several parties to the conflict and undermines the position of UNDP in the Gaza Strip 	<ul style="list-style-type: none"> - Ensure impartiality and objectivity of information collected - Assess political sensitivity of the information prior to collection / release - Maintain relationship with all parties to develop early warning mechanism 	<ul style="list-style-type: none"> - Emphasize methodology used, as well as justification for information to be collected