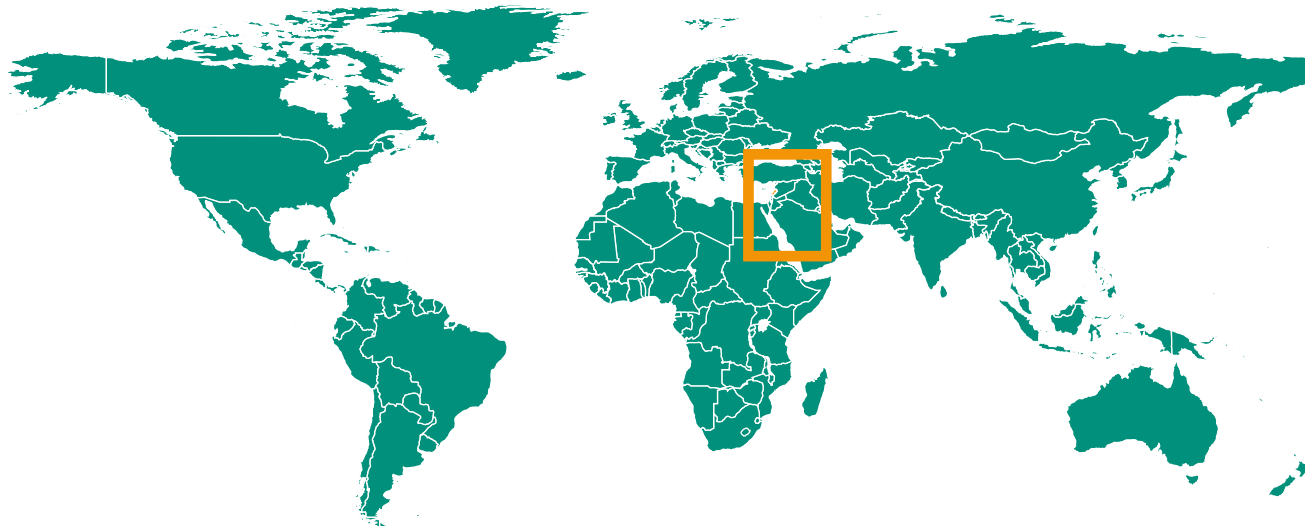


HABITAT PROGRAMME DOCUMENT
2010 – 2011

OCCUPIED PALESTINIAN TERRITORY





Excerpts from this publication may be reproduced without authorisation, on condition that the source is acknowledged.

© United Nations Human Settlements Programme (UN-HABITAT), 2009.

Photo credits: As indicated.

HS Number: HS/1194/09E

ISBN Number: 978-92-1-132164-7

ISBN Number(Series): 978-92-1-132030-5

ACKNOWLEDGEMENTS

Design and layout: Florence Kuria

United Nations Human Settlements Programme publications can be obtained from UN-HABITAT Regional and Information Offices or directly from:

P.O. Box 30030, GPO 00100
Nairobi, Kenya

Fax: + (254 20) 762 4266/7

E-mail: un-habitat@un-habitat.org

Website: <http://www.un-habitat.org>

TABLE OF CONTENTS

FOREWORD BY EXECUTIVE DIRECTOR	4
FOREWORD BY THE MINISTER	5
PREAMBLE	6
SITUATION ANALYSIS	8
The current Socio Economic Scenario	8
IMPACT ON HUMAN SETTLEMENTS CONDITIONS	9
The West Bank	9
East Jerusalem	10
Gaza Strip	11
PRIORITY NEEDS IN THE HOUSING, PLANNING AND URBAN MANAGEMENT SECTOR	12
Housing as an entry point	12
Promoting economic development through regional initiatives	13
Strengthening urban development and management	14
Coordinated recovery and reconstruction	14
Additional critical areas	15
STRATEGY	16
Strategic Goals of UN-HABITAT Programme Document	16
Strategic Focus of Programme Components	19
MODULES TO BE INCREMENTALLY DEVELOPED	22
MANAGEMENT ARRANGEMENTS	23
PROGRAMME FRAMEWORK	24
ACRONYMS	25
EXECUTIVE SUMMARY	26

FOREWORDS

EXECUTIVE DIRECTOR



In April 2007, the Governing Council of UN-HABITAT approved our 2008-2013 Medium-Term Strategic and Institutional Plan.

The plan intends to promote the alignment of UN-HABITAT's normative and operational activities at country level. This work

covering the occupied Palestinian territory is a timely outcome of this strategic plan.

The UN-HABITAT Programme Documents are tangible components of this Plan as well as a genuine endeavour on our part to coordinate these activities in a consultative and inclusive process involving UN-HABITAT's in-country focal points, UN-HABITAT Programme Managers, Governments, UN country teams, sister-UN agencies, development partners and all divisions of our agency. The UN-HABITAT Programme Documents are strategic tools meant as a guide for all UN-HABITAT activities over a two-year period. A major dimension of this is to advocate UN-HABITAT's mandate and address the urban challenges facing the world's developing countries.

The UN-HABITAT Programme Document for the occupied Palestinian territory is thus a special case. UN-HABITAT's activities in the occupied Palestinian territory are mandated by UN-HABITAT's Governing Council. At the 19th session of our Governing Council 2003, Governments adopted resolution 19/18, stipulating that UN-HABITAT establish a Special Human Settlements Programme for the Palestinian People (SHSPPP) in the occupied Palestinian territory and a Technical Cooperation Trust Fund (TCTF). The resolution represents recognition by all parties of the urgent need to resolve the long-term

deterioration in human settlements conditions in the occupied Palestinian territory. This commitment was renewed in 2009 in resolution GC22/11, which also recognised the significant humanitarian situation in the Gaza Strip and the need to enable rapid recovery and reconstruction.

This UN-HABITAT Programme Document elaborates on the Special Human Settlements Programme for the Palestinian people. It further identifies urban development goals and priorities for the occupied Palestinian territory, re-aligning them with the Palestinian Reform and Development Plan (PRDP).

I wish to thank our UN-HABITAT Programme Managers in the West Bank and Gaza Strip for their input and dedication and all of those who contributed to this important document, under the guidance of UN-HABITAT's Regional Office for Africa and the Arab States, with support from our Disaster Management Programme and other branches of the agency.

A handwritten signature in black ink, reading 'Anna K. Tibaijuka'.

Anna K. Tibaijuka
Under-Secretary General and Executive Director, UN-HABITAT

THE MINISTER



Prior and during the Israeli occupation to the Palestinian territory (West Bank, Gaza Strip & East Jerusalem) since 1967, planning and development were almost none existent. After the establishment of the Palestinian Authority (PA) in 1994, many efforts

have been made towards the development of the Palestinian territory. During the past 15 years, the PA has made significant advances in building and strengthening the Palestinian institutions and launched many initiatives and reform plans to recover and improve the Palestinian economy and drive forward all development sectors. Today, the Palestinians are prepared more than ever before to build their own independent, sovereign Palestinian State within the 1967 borders based on UN resolutions, International law and existing agreements with Israel.

However, many challenges are still faced by the Palestinian People as a result of lack of control of over 60% of the Palestinian land (Area C) that still remains under the control of Israel. Land use, human settlements planning and management, in addition to infrastructure and housing among other economic sectors constitute a major challenge to Palestinians at the national, regional and local levels.

The Palestinian territory including cities, towns and villages require efficient planning to respond to the urgent needs of the community. The limited carrying capacity of land areas under the Palestinian Administration with Israel's control over "Area C" renders the situation very difficult and complex, as all potential urban expansion areas are located within Area C. Depriving the Palestinians from using their hinterlands imposes many difficulties towards the creation of a viable and sustainable Palestinian State. Therefore, Palestinians must be able to make use of and develop their territory and must be given the chance to achieve national development and prosperity, which is a prerequisite to guarantee a lasting peace in the region.

The PA has appealed to the International Community, the International Organizations including the UN Agencies to assist in the development of the Palestinian economy, to maximize the resources available to the Palestinian Authority, and to contribute to the Palestinian institution-building and reform program in preparation for statehood.

The United Nations Human Settlements Programme (UN-HABITAT) since it launched the Special Human Settlements Programme for the Palestinian People in 2005 has been assisting the PA and the Palestinian People through various activities such as, provision of housing for low income families, training & capacity building, urban planning, and other technical assistance activities.

I commend the efforts of UN-HABITAT, but the needs still remain enormous. Regional, urban and land use planning, and housing among other sectors, remain challenges that require careful consideration. Policies, programs and plans have to be prepared and developed efficiently. UN-HABITAT as the focal point for housing, planning and urban development in the UN system is requested to assist the PA and the Palestinian People to improve the current situation in the West Bank and East Jerusalem and to contribute to the reconstruction process in the Gaza Strip.

This UN-HABITAT Programme Document for 2010-2011 for the oPt prepared in cooperation and in intensive consultations with the relevant Palestinian Ministries and Institutions is in line with the Palestinian Reform and Development Plan (PRDP) and reflects a need that was incessantly required to guide development and investments in the Palestinian territory.

The PA and the Palestinian People would like to benefit from UN-HABITAT's World wide experiences and best practices and wish that UN-HABITAT expands its activities to bring in more projects and programs to support the Palestinian People in their efforts for building a viable, sustainable, and sovereign State.

Dr. Mohammad Shtayyeh
Minister of Public Works & Housing
Palestinian Authority

PREAMBLE

The United Nations Human Settlements Programme, UN-HABITAT, is the United Nations agency for human settlements. It is mandated by the UN General Assembly to promote socially and environmentally sustainable towns and cities with the goal of providing adequate shelter for all. UN-HABITAT as the United Nations focal point agency for shelter and local authorities, its Global Strategy is driven by an ambitious vision and road map for sustainable urbanisation. This vision is of a world where all women, men and children living in urban areas can gain access to decent housing, clean water and basic sanitation. In an increasingly and rapidly urbanising world, such a vision and road map are critical to the attainment of the Habitat Agenda and the Millennium Development Goals. The strategy calls for enhanced partnerships to focus on the key determinants for sustainable urbanisation and inclusive urban development. These areas are:

- Land and housing for all;
- Participatory planning and governance;
- Environmentally sound infrastructure and services;
- Innovative housing and urban finance.

At the 19th Session of the UN-HABITAT Governing Council, Governments adopted by consensus resolution 19/18, calling on UN-HABITAT to establish a Special Human Settlements Programme for the Palestinian People (SHSPPP) in the occupied Palestinian territory (oPt) and a Technical Cooperation Trust Fund (TCTF). The resolution represents recognition by all parties of the urgent need to resolve the long-term deterioration in human settlements conditions in the oPt. During the recent 22nd Session, a new resolution GC22/11 was adopted by all parties, calling for renewed support for the Special Human Settlements Programme for the Palestinian People.

The focus of the Special Human Settlements Programme for the Palestinian People (SHSPPP) is on strengthening the capacity of Palestinian institutions dealing with housing and settlements as well as addressing immediate needs of selected vulnerable communities, through punctual projects with a capital investment component.

Indeed earmarked financial contributions from donors into the Technical Cooperation Trust Fund (TCTF) established by UN-HABITAT for the oPt have been so far primarily directed to construction projects with an immediate positive impact on the lives of beneficiaries.

What was certainly insufficiently funded was the un-earmarked component which would have allowed UN-HABITAT to assist Palestinian sectoral institutions at central and local level in strengthening policy frameworks, in raising urban planning and management capacity and in streamlining housing and service delivery for the growing sections of the population experiencing a downturn in their life standards. Several specific urgent requests for support by Palestinian institutions in recent years could not be responded to for lack of financing.

As the next Section, Situation Analysis, attempts to show, there is now a need for all providers of external assistance to re-focus their support strategies to the occupied Palestinian territory.

The sense of urgency is prompted first of all by the Palestinian Authority (PA) itself, which, in launching the Palestinian Reform and Development Plan 2008-2010 (PRDP) and the latest programme of the 13th Government ("Ending the occupation, Establishing a Palestinian State," August 2009), has set an ambitious agenda for policy reform and institution building which focuses on ways to enhance national prosperity, security, good governance and quality of life. Local Government reform appears prominently as one of the keys to strengthen democratic governance and to promote local development, revamping the construction and housing sector - which until the end of the 90's was among the main contributors to economic growth, employing around 20% of the labour force before being severely hit by the subsequent years of conflict - is also seen as a priority. The Palestinian Authority is already working towards a revised PRDP.

The UN system is responding by seeking greater coherence of efforts within the UN Country Team which is finalising the Medium Term Response Plan, under the co-ordination of the Office for the UN Special Co-ordinator for the Middle East Peace Process (UNSCO).

UN-HABITAT has been and is fully part of this ongoing process; in parallel it has conducted, through a team made of Headquarters and oPt-based staff plus an international consultant, an in-depth review of sectoral needs through close consultations with Palestinian counterparts and UN agencies, to reach a consensus on priority programme areas requiring urgent addressing and on implementation modalities.

The need for synergies and co-operation agreements, both among UN agencies and Palestinian institutions with distinct responsibilities in the human settlements sector, has also clearly emerged. This Document intends to:

1. Translate that consensus into an operational programmatic framework;
2. Make operational the institutional partnership arrangements recommended during the formulation phase;
3. Serve as the basis for a motivated, renewed round of fund raising.

SITUATION ANALYSIS

THE CURRENT SOCIO-ECONOMIC SCENARIO

Defining a programme of assistance to the occupied Palestinian territory requires today, as expressed by the Palestinian Authority in the Palestinian Reform and Development Plan, to focus on promoting economic development, and on strengthening State institutions through a programme of governance reform that includes increasing decentralisation of development and management to the local communities.

However, it also implies the recognition that a protracted crisis has set in and is by now endemic in the occupied Palestinian territory: rapid and drastic down-turns in the economy are induced by dramatic changes in the security situation and by Israeli restrictions; recurrent sudden explosions of conflict continue to require successive Early Recovery programmes overlapping one another in the attempt to respond to new emergency situations.

Sudden and violent phases of conflict are obviously the most visible phenomenon requiring massive infusions of capital investment to repair the damage, but, in a more subdued way, the protracted crisis situation in the economy has severely impacted on social conditions in the oPt, has heightened precariousness of employment and productivity and has exasperated social resentment. These by now ingrained negative factors weigh heavily against the resumption of the peace process.

Few indicative figures: GDP levels which had registered a steady growth over a period of several years (average 6% per annum from 1994 to '99) experienced a dramatic downturn in 2001 (-35%) and 2002 (-25%) — termed by the World Bank as years of economic recession — following the start of the second Intifada (September 2000). Altogether, the combined effects of economic stagnation and population growth resulted, according to the World Bank, in real GDP per capita being in 2007 roughly 30% below its height in 1999.

In terms of employment by sector, the year 2008 figures indicate that productive sectors are down (17% of the labour force is in agriculture and 15% in industry), 68% in services (of which a high percentage is in the public sector). While agriculture and industry combined accounted to 25% of GDP in 1999, the figure was down to 19% by 2008; the manufacturing output was, in 2007, 23% lower than in 1999.

Sixty percent of the Palestinian people are estimated to live below the poverty line (all above figures are aggregate for the West Bank, Gaza Strip, and East Jerusalem).

The economic downturn experienced in the oPt resulted primarily from restrictions in movement of people and goods imposed by the Israeli Authorities with resulting reduced employment, cost increase on trade and productive sectors.

But, equally serious for its devastating impact on the economy, and especially pertinent to UN-HABITAT's mandate, is the protracted regime of territorial fragmentation of the West Bank imposed by the Israeli Authorities (see next Section). The impact on human settlements conditions has been severe: an indicative figure is that, in spite of the growing needs for housing, the construction sector's size in 2008 was roughly 20% less than in 1999.

A disaggregated analysis is necessary for the West Bank, with a particular focus on East Jerusalem, and for the Gaza Strip.

FAST FACTS ABOUT THE OPT - 2008

HDI 106

Life Expectancy 72.9 years

Adult Literacy Rate 92.4%

Real GDP Growth 1.0%

Population 3.7 million

Poverty Rate 68%

Unemployment Rate 30.3%

Population Growth Rate 3.2%

Source: <http://www.papp.undp.org/en/index.html>

IMPACT ON HUMAN SETTLEMENTS CONDITIONS



© Alain Grimard

THE WEST BANK

Housing is less and less affordable not just by the poor but, increasingly so, also by the median income groups; while there are many reasons for this – some clearly related to policy and market inadequacies - the single main factor for cost increases in the housing sector is related to land. The following highlights the causes, as a basis for setting the course for strategic programming.

LAND ISSUES IN THE WEST BANK

The 1995 Israeli-Palestinian Interim Agreement resulting from the Oslo peace negotiations envisaged a phased withdrawal by Israeli forces from the occupied Palestinian territory; it established three separate Areas.

- Area A: this covers all major population centres and is under Palestinian control (full responsibility for civilian- including land management, planning and construction - and security matters).
- Area B: covers most rural centres where the PA handles civil affairs while security matters remain under the Israeli Civil Administration- ICA (under the Ministry of Defence). In practice, PA's control is limited to the built-up areas while the surrounding territories are fully under the control of the ICA.
- Area C: covers all land not under A or B and remains under full control of the ICA for both security and civil affairs, including land administration and planning;

it accounts for 59% of the entire West Bank though it is sparsely populated.

Areas A and B (home to 90% of West Bank Palestinians) do not extend for contiguous land areas; Palestinian control over cities and villages (in A or B) is limited by and large to the built-up areas which are therefore surrounded, as enclaves (currently 227), by large tracts of Area C under ICA control.

With the collapse of the peace process, the phased Israeli withdrawal came to a halt and the situation on the ground for what concerns Areas B and C was frozen. Cities and villages under Palestinian control are therefore hemmed in and their growth is constrained. Any planning and construction activity beyond the current boundary or Areas under Palestinian control requires the approval of the ICA's Higher Planning Council.

Area C is still regulated by the Mandatory Plans dating back to the British mandate period; these had traditionally allowed for extending construction activity (housing, services, industry) into the designated agricultural land, a practise that was also followed by the Israeli authorities in the first decade of occupation. Afterwards, the Plans have been applied restrictively to ban virtually any spill over from Areas A or B and to justify demolition orders against those who contravened the ban (1,663 houses were demolished in Area C from the year 2000 to 2007).

Obstacles on the way of obtaining a building permit are not exclusively due to restrictive interpretations of by now outdated Mandatory plans, but also by the requirement that the applicant produce proof of ownership; in the West Bank, only between 20% and 30% of properties are formally registered – many under the Ottoman period's 'Tabo' system – but,

according to the Palestinian Land Authority, this percentage may be even lower since subsequent land transactions may not have been formally registered.

Within Area C, a pattern of 'appropriation' of land by the Israeli authorities continues when specific parcels are declared as 'State land'. All lands not categorised as private, fall within this definition, with the addition of lands where ownership is in dispute and is subsequently classified as 'survey land'. But also private lands are being appropriated using the provision within the Ottoman Code (still in force in the West Bank) whereby agricultural lands left uncultivated for three years can be confiscated by the Israeli Authority.

The virtual freeze on development and construction has a devastating impact on both rural and urban economies and on social conditions; the main consequences of these measures being:

- Declining agricultural productivity in rural areas (only low intensity agriculture is permitted in Area C, this discourages investment and causes under-capitalisation);
- Preventing industrial development projects for which large plots of vacant land would be needed, by now mainly available in Area C;
- Constraining urban growth, distorting urban land markets, making urban housing increasingly unaffordable, inducing overcrowding and decline in overall living standards.

Some Municipalities have reported a shooting upward of land prices, spill over construction beyond Area A is increasingly common at the fringes of urban areas as well as of refugee camps; these properties are vulnerable to demolition orders and therefore command only a fraction of the potential market value; residents live in conditions of insecurity. Exceeding pressure on urban land, limited property registration and uncertain recognition for customary land titles and the emergence of an aggressive real estate sector have also combined to make instances of land speculation a reality to the detriment of poor families experiencing economic and social distress in the West Bank cities.

EAST JERUSALEM

Palestinian residents of East Jerusalem face similar difficulties and threats though in a different administrative context.

East Jerusalem (and the Palestinian agricultural land surrounding the city) was formally annexed by an Israeli Parliament Act in 1980; a move that did not receive international recognition. The area is since then under the administration of the Jerusalem City Council.

Palestinian residents face increasing housing shortages, due to the limited land area allocated by the Israeli authorities for Palestinian neighbourhoods' development (only 13% of the total) and by difficulties in obtaining a building permit (for new construction or at times for extension of existing homes) often because of lack of planning by the City Council. Some complex legal battles have been reported even in the case of normally 'safe' Tabo land titles from the Ottoman period when seemingly contrary evidence of land ownership was produced in court. Unauthorised construction is now a common phenomenon which Palestinian residents are often forced to resort to; from 2000 to 2008, an estimated 670 Palestinian houses are reported to have been demolished because of lack of building permits. In 2009, according to UN-OCHA, 19 Palestinian structures (including 11 inhabited residential structures) have been demolished.

This points at a phenomenon of 'illegality' largely forced upon residents by planning delays and inadequacies.

Entire neighbourhoods, with an estimated total of more than 3,600 inhabitants, are now threatened with demolition.

The City Council has announced forthcoming comprehensive planning activities for the whole of Jerusalem. These are bound to determine the future of specific neighbourhoods of Palestinian Jerusalem and, more broadly, of the community as a whole. Activities by a number of Israeli and Palestinian NGOs have extended highly valuable support services ranging from information/advocacy to legal aid to planning advice for affected communities; UN-OCHA has played an important role in documenting current events.

The issues at stake involve more than rights protection; Palestinian legitimate rights must continuously be upheld and UN further support to the action of advocacy groups may be a positive plus factor; but, in parallel and given the complexity of planning and land tenure issues, an informed and documented planning and land management discourse, engaging the City Council and Palestinian communities alike, may produce beneficial results both in the immediate and in the longer-term for those under threat of eviction as well as for all Palestinian residents.



© UN-HABITAT

GAZA STRIP

The situation in Gaza Strip has many similarities with what has been described above, heightened by the ongoing siege on Gaza Strip. Israel has severely limited movements of goods and people in and out of Gaza Strip. The limited movement of goods and total absence of building materials led to a virtual freeze on private construction, resulting in an important number of unfinished empty units.

The actual housing shortfall and the 2 years-long blockade, coupled with the latest Israeli military operation on the Gaza Strip in December 2008, have exacerbated the human settlements conditions. As a consequence, most of the population of 1.5 million are unable to exercise some of their most basic rights, the right to adequate housing and access to basic services. The latest Israeli military intervention (Dec 2008-Jan 2009) has created a severe humanitarian crisis in Gaza, severely damaging over 13,000 housing units, crippling water and electricity supply and severely affecting the sanitation system while reconstruction projects related to previous periods of fighting have not been completed yet. A shelter/ Non-Food Item rapid assessment conducted by organizations in the sector found that the Israeli military intervention damaged approximately 23% of the housing units through the Gaza Strip: 2.6% (about 4,000 housing units) of homes are completely destroyed and 20% (about 30,000 housing units) have sustained light to heavy damages.

The siege on Gaza has prohibited, amongst others, building materials from entering Gaza. This protracted blockade has pushed some people to

look for alternative earth construction technologies that would not require the use of cement.

The restrictive environment evidently puts further stress on the housing market, drastically inflating prices of the rare building materials, land and housing.

There is fear that the influx of cash grants on a massive scale, not met with adequate supply, will further exacerbate the situation. The political and security instability also maintains the risk of slipping back into conflict with further recurrent spates of demolition and damage.

This section aims at further detailing the main human settlements needs in its various components. These needs are all inter-linked – whether related to housing, regional planning & development, urban management – but, as it is often the case in the human settlements sector, have insofar been addressed in relative isolation with insufficient co-ordination by the specific responsible line Ministries as well as by individual external partners.

The current blockade with regard to building materials remains the main obstacle to recovery and reconstruction. The recent Governing Council Resolution 22/11 highlights the need to enable rapid recovery and reconstruction alongside humanitarian interventions and includes a reference to the needed concerted efforts to allow a smooth flow of building materials in accordance with guidelines agreed by all parties.

PRIORITY NEEDS IN THE HOUSING, PLANNING AND URBAN MANAGEMENT SECTOR



© Nael Salman

HOUSING AS AN ENTRY POINT

Take Housing as an entry point: the serious constraints increasingly being faced by Palestinian communities in the West Bank – expressed by a growing gap between affordability and supply – need to be addressed both from a perspective of long-term strategy formulation and from one of easing as rapidly as possible the ‘land-freeze’ issue, referred to in page 8, which is largely responsible for the protracted and worsening negative situation.

UN-HABITAT has already launched, in close consultation with the Ministry of Public Works and Housing (MPWH) and as first activity of its renewed Programme for the oPt, an initiative aimed at producing, through a Strategic Dialogue on the Housing sector, a diagnostic of key reform needs and the identification of mechanisms to address them. Areas of need in terms of strategic formulation cover issues like: introducing efficient mortgage finance mechanisms, regulatory frameworks for public-private partnership, incentives to the growth of a rental market, review of standards and definition of appropriate standards for low and median income housing, land use and density regulations review to optimise utilisation of scarce land, scope for housing co-operatives etc.

This forthcoming work responds to the imperative of strengthening the MPWH in better providing the required normative leadership to

the housing sector, identifying the role of the MPWH as a facilitator and enabler of partners.

Yet, with respect to the need of easing the bottleneck on affordable housing supply, largely induced by the non-accessibility of Area C zones in peri-urban territories, the correct initial dimension of engagement is at the regional / district level (in Palestinian administrative framework, the 11 Governorates).

The level of Governorate (or at the level of functional planning areas if they span more than one Governorate), under the co-ordination of the Ministry of Local Government (MoLG) and the Ministry of Planning (MoP), is the one to allow for a regional planning perspective aiming for an incremental adjustment of Area A and B allowing for a gradual extension into what is now Area C, through needs assessment-based engagement with Israeli authorities. This would de facto increase the land area administered by Palestinian Municipal authorities and Village Councils. Moreover, support at the Municipal level will be required to produce informed and documented urban based analyses, housing needs assessments and development plans to strengthen the argument for legitimate extension of residential zoning, meant to accommodate demographic growth, reduce cost of land, make shelter more affordable for local communities.

The pressure on the housing and land market, and on the cities in general, should be monitored more closely and on a regular basis. The shift to a more needs-based assessment should include a more longer term forward analysis of the needs and their spatial consequences, including discussions on appropriate spatial concepts to guide the foreseen growth. In view of the current political situation, different scenarios might be necessary, depending on the level of estimated return of Palestinian diaspora once lasting peace would be accomplished.

PROMOTING ECONOMIC DEVELOPMENT THROUGH REGIONAL INITIATIVES

The need for systematic Regional Planning and Management however responds to broader requirements than just a more affordable housing delivery. Currently the economy is stagnating – stunted in its potential growth by the inability to access its main resource, the territory. The protracted and artificially engendered planning and investment inaction points at a scenario of accumulating productive and infrastructural deficits. These are bound to beset Palestinian society for a long time to come — even after the occupation comes to an end — unless regional initiatives at regional and local level are undertaken to allow the Palestinian Authority to plan for development with both an immediate and long-term impact perspective.

The Palestinian Authority has also set out a road map for the development of Sectoral Policies (March 2010) which will serve as a basis to draft the PRDP II. The intent is to translate these Policies into Regional Plans in a second phase. There is also a need to ensure that Sectoral Policies have a spatial dimension. There is an urgent need to update the spatial analysis for the oPt.

Assessing economic development potentialities and the required land and infrastructure provision, with a major focus on employment generation (both immediate and long-term), addressing the serious environmental needs (primary among these is the planning and construction of sanitary land-fills in areas to be determined), strengthening mechanisms of participatory governance at district level and community involvement in priority identification and project formulation, are some of the key areas

requiring attention. Land Use Planning, right now infinitely complicated by the fragmentation of areas under Palestinian control, needs also to be undertaken as a priority, to allow for immediate rational allocation for multiple uses of PA administered land resources as well as for long-term sustainable development of the future Palestinian state. The Ministry of Local Government is also working toward the amalgamation of certain village councils and municipalities in order to rationalise management and planning of growingly integrated and interconnected areas. UN-HABITAT and the Ministry of Planning (MoP) in February 2009 signed a Memorandum of Understanding for the implementation of the Participatory Regional Development Planning Programme. This is to be implemented through a strategic institutional partnership with MoP, the Ministry of Local Government (MoLG) and the respective Local Government Units (LGU). The MOU might require revision in view of the roadmap set out for the elaboration of the PRDP II.

The potential for private sector's (and donors') capital financing in productive ventures is diminished by lack of adequate processes of identification and feasibility assessment of bankable investment proposals; discussions on partnership arrangements with the International Labour Organization (ILO) are advanced for joint activities in a Module on Local Economic Development (LED) and employment generation.

The Municipal Development and Lending Fund (MDLF) — established jointly by three Ministries MoP, MoLG and the Ministry of Finance (MoF) — avails now of capital funding from the World Bank and seven bilateral donors to finance projects of infrastructure, basic services delivery and housing for which technically and socially sound proposals need to be formulated. The MDLF will also support the development of local physical plans, working with the MoLG, and needs support to build capacity in the private sector.

Strengthening the decentralised structures of the MoLG, as part the overall process of Local Governance reform, is a prerequisite for an efficient and community-based implementation strategy; discussions on partnership arrangements with UNDP on this component are well advanced.

A joint concept note (UN-HABITAT, UNDP, and ILO) is being elaborated.

STRENGTHENING URBAN DEVELOPMENT AND MANAGEMENT

All of the above, in turn, automatically extends the need for support to the Municipal level to strengthen Municipal Development and Urban Management, a sector with major capacity development needs. Several donor supported programmes are ongoing, all addressing specific areas in need of strengthening within Municipal authorities. The MDLF has also launched a Municipal Development Programme which avails of international technical expertise in several areas of Municipal management. The Local Government Sector Working Group, which gathers Palestinian institutions, multilateral and bilateral agencies, has the task of co-ordinating interventions, but instances of overlapping have been recognised. An assessment work was carried out by UN-HABITAT with all main partners – at Ministerial and Local Government level, involving MDLF and the Association of Palestinian Local Authorities (APLA), as well as bilaterally supported programmes - to identify the major areas of need and ensure that no duplication would exist between its proposed programme and ongoing ones.

Municipal capacity development for urban planning and management is indicated as the technical area where Municipalities' needs are still largely un-addressed. There is the recognised need to introduce practical methodologies for strategic planning, aiming at carefully assessing immediate and medium-term needs in terms of housing and basic services, not just for the already mentioned purpose of engaging on a documented basis with Israeli authorities on the critical issue of expanding Area A into peri-urban zones currently in Areas B or C, but also to allow for a more systematic, sustainable and forward looking strategy for land and built environment already Municipally administered. Currently, virtually all Municipalities are constrained in their required city-wide planning and management activities by lack of sufficient technical personnel, by inadequacy of local mechanisms for land management, housing and services delivery.

The Ministry of Public Works and Housing is developing a Housing Policy. The overall review of the Housing sector aims at defining priority actions that need to be undertaken to create a more enabling framework for public and private investments in the housing sector.

Several key areas of Local Government reform, like fiscal reform, strengthening of decentralised

Units of MoLG, amalgamation of Municipalities and Village Councils and so on, require concerted action, which UNDP is meant to deliver and to which UN-HABITAT will contribute to as required, through amongst others further capacity development for LGUs, Mayors and Councillors, as part of an agreement for inter-agency co-operation.

COORDINATED RECOVERY AND RECONSTRUCTION

Severe challenges are limiting shelter recovery and reconstruction. Limited cash transfers into the Gaza Strip, impeding implementation and the lack of access for building materials, makes recovery and reconstruction extremely difficult. Urgent work on structural integrity however can start through assessments, clearing or evacuating unsafe buildings, providing ad hoc solutions to secure extra living space and remove dangerous building elements.

Cash grants have already been distributed and a limited number of materials are filtering through. Although these remain inaccessible for the most vulnerable, due to their excessive price, it is important to ensure from the start that funds are used efficiently and that minimum standards in the reconstruction are being respected. Once the borders will open, acknowledging that this might be sudden, limited in time or recurrent, families will want to move fast and systems will need to be ready to respond from day 1. If the blockade of building materials persists, the need for alternative ad-hoc solutions (i.e. recovering materials, use of earth materials, etc.) will increase with time as to maximize the liveable space. An assessment carried out by the Post-War Reconstruction & Development Unit, with support of Norwegian Refugee Council (NRC), on "Housing Compensation & Disaster Preparedness in the aftermath of the July 2006 War in South Lebanon" highlights the need to set up technical support systems as early as possible. There is also need for further rationalisation and greening of the construction techniques in the Gaza Strip, contributing to a more cost-efficient and more environmentally friendly housing stock.

The different international actors involved in shelter recovery and reconstruction have agreed on "Guidelines for the Reconstruction and Rehabilitation of war-affected individual housing in the Gaza Strip" (May 2009) with an overall objective of improving Humanitarian Response to Shelter needs. They were elaborated by the Shelter Cluster Reconstruction Working Group (ReWG). The Guidelines were elaborated to address specific

technical issues related to reconstruction, drawing on key lessons learnt from existing policies and standards from the past and current practices. The guidelines aim to fulfil the following objectives:

- Establish the key principles to guide reconstruction of war affected individual housing in the Gaza Strip;
- Establish standards for designs and related costs, with minimum thresholds and ceilings to ensure dignity, justice, and “do no harm” while providing shelter assistance;
- Establish clear principles related to technical level coordination for all actors involved in reconstruction.

All shelter actors have agreed that the cash grant system is the preferred response mechanism. This means that families will lead their own reconstruction effort and will call upon the private sector to assist them in the implementation. This will also allow a revival of the local construction industry. The rehabilitation and reconstruction costing standards will ensure that families will receive support in line with their family needs and as such, promote building back better in terms of space and quality of construction.

ADDITIONAL CRITICAL AREAS

A special issue requiring attention is that of the Refugee Camps. Shelter and service conditions are often critical; overcrowding prompts at times un-authorised spill-over of construction into Area C. Families buying land in Area C and building without permit face a precarious future. UNRWA has initiated a Camp Improvement Programme to ease the constraints in terms of services and infrastructure delivery. Connection of Municipal services to Camps is often a controversial issue as is the payment of service charges by refugee communities.

Another critical area is that of Land registration and information systems. Page 7 has noted how, in the West Bank, only a very low percentage of properties is formally registered (in Gaza Strip, on the contrary, the application of the Egyptian registration system resulted in most properties being formally registered).

The Palestinian Land Authority (PLA) is determined to carry out a systematic registration of West Bank properties – constrained in that by the difficulty of tracing transactions which in the local property market take place through multiple formulas (the PLA has recorded more than 40 different types). The World Bank is engaged in a Project aimed at supporting the registration exercise and several pilot projects have been carried out. The PLA notes however that much remains to be done in the legal field, where firm procedures for arbitration and adjudication need to be defined; the legal role to be granted to mechanisms of local agreements on property boundaries definitions is also not fully defined.

Land Information Systems have been introduced in several Municipalities and are mostly used for planning purposes. The potential application for property registration as well as for building ‘fiscal cadastres’ for property tax collection (currently still a responsibility of the Ministry of Finance) awaits legal reform.

Necessary infrastructure development projects (e.g. water and sanitation) which are only possible by involving land in area C, should also be used as entry points to engage with the Israeli Authorities. An example is the creation of a sewage system in Azzoun town and its proposed temporary connection to a treatment plant on the Israeli side.

Empowerment of Women and Youth in the Palestinian society should also continue as they possess immense potential to contribute to social development. Enhanced engagement of women and youth in the urban development process by providing them with skills training and training in enterprise development and setting up income generating projects remains a task to be achieved. UN-HABITAT, through its Global programme has so far assisted the Municipality of Nablus in the establishment of the “We Are The Future One Stop” WAF One Stop Center in Nablus City.

STRATEGY

This Section outlines the strategy UN-HABITAT intends to adopt, within the framework of the Palestinian Reform and Development Plan, to support Palestinian institutions and communities:

- Emphasise on sectoral support mechanisms that, while addressing key policy and capacity development needs of State institutions, also contribute significantly to social development and economic recovery.
- Specific focus on Local Governance strengthening as a vehicle to better deliver immediate benefits to Palestinian communities – in access to land, housing and services, economic opportunities – while setting the basis for sustainable urban management

To achieve that, UN-HABITAT intends to fully integrate its action within the UN Country Team's Medium Term Response Plan which, in the absence of standard UN country programming instruments like the Common Country Assessment, UN Development Assistance Framework, etc., stands as the collective UN response strategy to the Palestinian Reform and Development Plan.

UN-HABITAT, in the course of its Programme Document formulation and after a long series of consultations with all potential partners, organised a meeting for all major central Palestinian agencies (including the three key sectoral Ministries — MPWH, MoP, MoLG — PLA, APLA, MDLF and representatives of Local Government units as well as selected UN agencies, to seek a validation of a suggested approach and agree on a common programmatic framework.

The Strategy section outlines the main elements of the emerging consensus.

STRATEGIC GOALS OF UN-HABITAT PROGRAMME DOCUMENT

As the Situation Analysis section attempts to show, a Programme of assistance to the Human Settlements sector in the oPt requires a flexible and multi-pronged strategy.

First, it calls for a specifically designed approach to distinct local situations currently evolving under different political, administrative and structural contexts. Hence this Programme Document outlines three specific modules for the West Bank, East Jerusalem and Gaza Strip.

Second, it requires that, while addressing the immediate human needs exacerbated by the recent conflict in Gaza Strip, UN-HABITAT, in close co-ordination with all actors in the international community, contributes to stepping-up the process of consolidation of Palestinian institutions, strengthening of sectoral policy frameworks, broad support to capacity development both at the central and local levels of Government and bottom-up governance building. There is also a need for constant interaction between normative and operational activities. Hence, the UN-HABITAT Programme for the oPt is being articulated in two main components:





© UN-HABITAT

COMPONENT 1: EARLY RECOVERY AND RECONSTRUCTION (MAINLY THE GAZA STRIP)

This component will have one main goal (and distinct related activities):

- i) Facilitate and support emergency repairs, recovery and reconstruction activities in view of speeding up the transition from emergency, recovery and reconstruction.

COMPONENT 2: POLICY, PLANNING AND CAPACITY DEVELOPMENT SUPPORT (WEST BANK/EAST JERUSALEM, TO EXTEND TO GAZA STRIP WHEN FEASIBLE)

This component will have two main goals (and distinct related activities):

- i) Contribute to the process of Palestinian State formation by helping establish a viable and responsive sectoral Governance framework which addresses structural weaknesses and deficits at the policy and programme levels with emphasis on introducing pro-poor strategic mechanisms.

- ii) Promote changes on the ground, so as to lessen the hardship experienced by Palestinian communities, by engaging in planning and advocacy activities designed to extend areas of Palestinian control in the West Bank, thereby easing constraints on economic development, housing and service delivery.
- iii) Support efforts to ensure residential stability and security for Palestinian communities in East Jerusalem.

Third, it calls for flexibility and capacity to quickly adapt to the possible changes in the political environment. This Programme Document is therefore designed for a duration of two years only, subject to regular review and lending itself, dynamically, to strategic changes and additions of priority activities which may be warranted.

Fourth, the UN-HABITAT Programme in the oPt intends to operate with a high degree of synergy with related external partners' interventions and to promote maximum co-ordination among Palestinian institutions - central and local - active in the sector; a major and expanding role is also envisaged for civil society organisations, academic and research institutions. More specifically:

In the case of Palestinian institutions, three Ministries (Public Works and Housing, Local Government, Planning) will all function as Programme Counterparts through a management and co-ordination arrangement to be reflected in the specific Framework Project Document. Key partners will also include the Palestinian Land Authority, the Municipal Development and Lending Fund, the Association of Palestinian Local Authorities, Regional and Municipal Governments, research institutions and NGOs.

Within the UN family, collaborative arrangements with UNDP will entail a division of tasks in the support to Local Government strengthening and reform. With ILO, a close partnership is envisaged in the field of Local Economic Development employment generation and empowerment of urban youth. Partnership with UNRWA is to be established for a specific support to Camp Improvement programmes and planning activities related to the Camps and their immediate surroundings, with UN-OCHA and Office of the High Commissioner for Human Rights (OHCHR) information and advocacy.

When it comes to Recovery and Reconstruction, UN-HABITAT will actively support coordination within the Shelter Cluster focusing on the transition to recovery and reconstruction, through, amongst others, active participation in the Shelter Cluster

Reconstruction Working Group. More specifically this means a further articulation of partnerships with UNDP, UNRWA, Norwegian Refugee Council, Cooperative Housing Foundation and ILO. Implementation of recovery and reconstruction activities will happen mainly through agreements with LNGOs, community groups and professional bodies, while engaging at technical level with local administrations where need be (e.g facilitating building permits).

Finally, all programme modules are designed to contribute to the resumption of the peace process, primarily by supporting the consolidation of democratic Governance systems and by relieving pressure and suffering on Palestinian communities, but also by promoting dialogue among Palestinian and Israeli institutions and groups, as well as joint engagement on the ground wherever possible.

Especially significant in this respect will be the role UN-HABITAT is to play in reviving the long standing collaboration (which the recent years of renewed conflict have complicated) between the Association of Palestinian Local Authorities (APLA) and the Union of Local Authorities of Israel (ULAI), also promoting the involvement of global Local Government networks like the United Cities and Local Governments (UCLG) and mechanisms like City to City Co-operation.



The Programme also intends to involve Israeli and Palestinian NGOs, civil rights and professional groups in planning, advocacy, rights protection and community support as well as strategy dialogues: initial consultations in the process of being firmed up are with: B'Tselem (The Israeli Information Centre for Human Rights in the occupied Palestinian territory), the Association for Civil Rights in Israel (ACRI), Bimkom (Planners for Planning Rights), the International Peace Co-operation Centre (IPCC) and the Applied Research Institute for Jerusalem (ARIJ).

STRATEGIC FOCUS OF PROGRAMME COMPONENTS

COMPONENT 1: EARLY RECOVERY AND RECONSTRUCTION IN GAZA STRIP

The inter-agency “Guidelines for the Reconstruction and Rehabilitation of war affected individual housing in the Gaza Strip” act as the framework for this programme component, while drawing from UN-HABITAT’s experience in Lebanon, Pakistan and elsewhere. The component has two main modules:

- i) Technical support systems at neighbourhood level: It is important to put in place early on systems (i.e. community level technical support centres) to avail integrated services to affected families, one of them being outstanding problems related to structural integrity of damaged buildings. There is also a need to ensure proper communication flow with the community with regard to shelter recovery (incl. possibility to register complaints for referral and support for administrative procedures) and to develop awareness materials with practical technical advice for use of cash grants. Detailed assessments need to be coordinated which could also result in a baseline for further monitoring. Families need help preparing the administrative paperwork for future works (e.g. bill of quantities, drawings, building permits, etc.). Technical assistance can be offered to ensure efficient use of cash grants in “building back better” and to promote environmentally friendly earth-based technologies and more earthquake resistant construction techniques. The strategy should allow scaling up as the flow of building materials improves. There is also a need to promote and build capacity for more cost-efficient construction techniques.
- ii) Direct interventions related to reconstruction: In a limited number of cases, a more direct involvement in reconstruction activities might be necessary.

In situations, where for instance, multiple family units are affected or where multiple buildings, including neighbourhood level infrastructure, have been damaged in a same location, it might be necessary to coordinate reconstruction at the community level, and not only at the household level. UN-HABITAT has already received funding to initiate the above for the reconstruction of 100 housing units in addition to rehabilitating some basic community infrastructure.

COMPONENT 2: POLICY, PLANNING AND CAPACITY DEVELOPMENT SUPPORT

The HABITAT Programme Document covers activities in the fields of Housing, Regional Planning and Development, Municipal Capacity Development for Urban Planning and Management. Each of these is to be addressed through a specific module with the necessary linkages to ensure efficiency and impact, as explained in the Situation Analysis.

MODULE 1: HOUSING

This module is already in progress following the production by a UN-HABITAT consultant of a rapid Sector Analysis, as a start for a continued Strategic Dialogue on the Housing Sector, held on 28 May 2009. UN-HABITAT’s work should focus on priority activities creating a more enabling framework for housing production. A Concept Note indicating future scope of work is attached. Housing for the poor and co-ordination with the World Bank, which has initiated activities in the sector, is to be maintained. Responsible Counterpart Ministry: Ministry of Public Works and Housing.

MODULE 2: REGIONAL PLANNING AND DEVELOPMENT

After a careful review and assessment of methodologies already applied in previous projects at Governorate level, UN-HABITAT is to engage in preparing the ground for Regional Planning (incl. spatial analysis to support sectoral policies), before supporting the preparation of pilot Regional Plans for a selected Governorates in the West Bank (or in a functional planning area spanning more than one Governorate) with a marked focus on assessing potentialities for Local Economic Development and employment generation (with ILO), producing regional Land Use Plans, defining priority infrastructural investment, strengthening decentralised participatory structures for decision making (with UNDP), and supporting the formulation



© Alain Grimard

of bankable project proposals for private sector investment and/or MDLF financing. Responsible counterpart Ministries: Ministry of Local Government, Ministry of Planning, with a strong collaborative framework with MDLF, APLA and LGUs.

MODULE 3: MUNICIPAL CAPACITY DEVELOPMENT FOR URBAN PLANNING AND MANAGEMENT

This module makes provisions for an extensive Capacity Development Programme for Municipal Authorities focusing on Strategic Urban Planning. Specific Urban Management modules will be introduced in close consultation with MDLF so as to avoid duplication with ongoing capacity development activities. The foreseen ones cover Land management, Land Information, Service Delivery, Leadership Training, Participatory Budgeting, etc. The Programme is to take place incrementally, focusing first on the main cities with a view to establishing sub-regional inter-municipal extension training poles for the benefit of smaller Municipalities. This will be accompanied by support to selected Municipalities (5 in the first year) for the actual formulation of Strategic Urban Plans which will produce methodologies and tools to be further transferred to additional Municipalities. Modalities for Joint programming with UNDP and ILO are being defined. Activities are to be extended to the Gaza Strip as soon as the situation permits. APLA and MDLF will be key partners in the activities. Responsible counterpart Ministry: Ministry of Local Government.

SHARED MODULE: PLANNING SUPPORT FACILITY

Direct support mechanisms for immediate assistance to Palestinian communities on land and shelter (West Bank and East Jerusalem), supported by Strategic Dialogue and Research.

Common to the three above modules will be the establishment of a Planning Support Facility for Palestinian communities in the West Bank and East Jerusalem to engage in needs assessment and planning analysis aiming for the extension of Area A boundaries in the West Bank, , and/or improved planning for Areas outside the control of the Palestinian Authority. A rapid analysis will identify priority functional planning areas where constraints are most severe. Cities and villages pre-empted in their legitimate and natural expansion by Israeli control on surrounding areas and therefore unable to provide adequate housing, services and economic opportunities to their communities will be supported in preparing documented planning arguments and proposals entailing extension of the urban limits into Area C, where possible. The appropriate negotiating bodies in the Peace process, with UN-HABITAT planning support, will then immediately argue for their application through engagement with the Israeli Civil Administration. These exercises should also allow to identify critical planning issues that need to be addressed now, in order to safeguard the establishment of a viable and sustainable Palestinian State.

The same mechanism is to be applied to East Jerusalem, ensuring that planning and advocacy support is extended to communities engaging in negotiations over planning and building issues with the Jerusalem City Council. This activity seems right now especially timely given the forthcoming preparation by the Jerusalem City Council of a Master Plan for the city. UN-HABITAT's expected role is to strengthen the planning support to Palestinian families and communities which, when under threat of demolition, resort at times to directly hiring professional services. Collaboration with the International Peace Co-operation Centre, which has initiated activities of planning support in city neighbourhoods, and with Bimkom is to be set up to ensure coherence of purpose and a common strategic focus in engaging the City Council in a planning discourse meant also to maintain a strong Rights Protection element.

Co-ordination with UN-OCHA, Office of the High Commissioner for Human Rights (OHCHR), the already mentioned set of NGOs active on the issue (see page 17) as well as Israeli and Palestinian professional organisations and academic/research institutions is to be a corner-stone of the activity both in the West Bank and in East Jerusalem. Engaging the Union of Local Authorities of Israel (ULAI) in negotiations with the Israeli Civil Administration and the Jerusalem City Council on the contentious issue of Palestinian communities is also a possibility, the modalities of which are to be explored.

UN-HABITAT will also seek to involve, in the work of the Planning Support Facility, a set

of international academic/research institutes to lend additional conceptual and technical legitimacy and credibility to the initiative.

The Planning Support Facility is meant to start its operations with the very specific and immediate goal of promoting favourable changes on the ground to ease the constraints on Palestinian communities. For this a stringent time-line (first immediate results within six months, to be consolidated in the next 12 to 18 months) is to be applied. However, the support mechanism is meant to be kept alive – depending on assessment of its effectiveness – to be progressively transformed into a Planning Service to assist LGUs (regional and municipal) in all requirements related to the development and management of their territories. The established local and international networking ought to be maintained to ensure that high level technical support is constantly ensured, facilitating strategic dialogue, guiding research, addressing key reform issues.

Selected Refugee Camps are to be covered by the same support mechanism, based on a specific agreement with UNRWA, with a view that expansion of Camps' areas may result through needs assessment and planning proposals through the same process of engagement with the Israeli Civil Administration. As part of the Regional Planning module, the Local Economic Development-oriented component will also focus on productive development and employment generation for Camps' residents, while UN-HABITAT is to support UNRWA in their Camp Improvement programme.

MODULES TO BE INCREMENTALLY DEVELOPED



© CHF International

In keeping with its mandate, UN-HABITAT will incrementally, and once its priority programme components are underway, seek to introduce additional initiatives and specific mechanisms related to some of its key Global Programmes. Some of these are indicated for their immediate relevance to the critical issues in the oPt.

Land Administration, Registration and Tenure:

the World Bank programme in support of property registration in the West Bank is ongoing; the Palestinian Land Authority highlights key legal and operational issues that need addressing to achieve a functional system. UN-HABITAT, through its proposed engagement at the local level on planning and urban management issues, will be in a position to maintain a close connection with both the World Bank and the PLA and to develop additional activities as may be advisable, bringing to bear its considerable expertise in this field.

Urban Observatories: establishing a Palestinian Urban Observatory and Local Urban Observatories at regional/municipal level with guidance from UN-HABITAT Global Urban Observatory Programme is indicated as a priority initiative to be developed as part of the engagement on the ground with Central and Local Authorities, which would allow, amongst others, to monitor pressures on land and housing.

Urban Youth Centers: support to the WAF One STOP Center in Nablus is to be maintained and replication in another Palestinian city may be envisaged with guidance from UN-HABITAT Partners and Youth Section as part of UN-HABITAT Global Youth strategy for urban youth development.

Housing Finance: joining others in promoting affordable housing finance to: (i) address the housing needs of the urban poor, and (ii) develop sustainable mechanisms for delivering affordable housing to households with low income, with support of UN-HABITAT's "Experimental Reimbursable Seeding Operations and Other Innovative Mechanisms" (ERSO).

Regional initiatives: where appropriate, regional initiatives will be developed, in close consultation with the respective HABITAT Programme Managers, aiming at furthering the understanding of common problems related to the improvement of the Palestinian living conditions in oPt and the surrounding countries and at promoting regional dialogue to foster solutions.

MANAGEMENT ARRANGEMENTS

UN-HABITAT has maintained two national HABITAT Programme Managers (HPM), one for the West Bank and one for Gaza Strip, for co-ordination, project development and support. They have been assisted by locally recruited technical personnel for specific project implementation tasks.

UN-HABITAT has taken the decision to strengthen its presence in light of the renewed programme formulation effort and the foreseen expanded scope of its operations. An international Chief Technical Advisor (CTA) has been appointed as of September 2009. Under the general supervision of the Regional Office for Africa and the Arab States, the CTA will support, helped by the HABITAT Programme Managers, the development, coordination and implementation of ongoing and upcoming UN-HABITAT initiatives related to Palestinian issues.

Central to UN-HABITAT's approach is the empowerment of communities, municipalities, civil society, ministries and other Palestinian stakeholders. UN-HABITAT's activities are geared towards supporting programmes and efforts led by the Palestinian institutions and communities.

Where need be, the partnerships with other sister-agencies, INGOs, and authorities will be translated into more formal agreements in order to ensure stronger commitment and coordination. Agreements of Cooperation will be made with implementing partners and the possibility of introducing community contracting will be explored.



© Nael Salam

PROGRAMME FRAMEWORK

RESULTS / RESOURCES BY THEMATIC COMPONENT

Expected Results	Partners	Required Resources for 2 years In USD
Programme Component 1: Early Recovery and Reconstruction Total Component 1: USD 7,000,000		
1. Neighborhood Technical Support Centers	UNRWA, UNDP, ILO, CHF, NRC, community actors, etc.	1,500,000
2. Neighborhood upgrading initiatives (incl. promotion of alternative environmentally friendly construction techniques)		5,500,000
Programme Component 2: Policy, Planning and Capacity Development Support Total Component 2: USD 10,000,000		
Sub-component I : Housing Sector		
1. Strategic assessment of Housing sector 2. Strengthened local level delivery systems 3. Housing policy formulated – key studies completed 4. Establishment of a National and Local Urban observatories	UNDP, UNRWA, World Bank, CHF MoPW&H, MoLG, MoP, PLA, Governorates, Municipal Authorities, private sector and community sector	900,000
Sub-component II : Local & Regional Planning and Development		
1. Regional Plan for Governorates 2. Infrastructure development / LED plans	MoLG, MoP, MoPW&H PLA, MDLF, APLA, Governorates and Municipalities UNDP, ILO	3,600,000
Sub-component III : Municipal Capacity Development for Urban Planning and Management		
1. Enhanced Municipal capacity for Strategic Urban Planning and Urban Management	MoLG,MoPW&H,MoP MDLF,APLA, PLA, Municipalities, UNDP,ILO,NGOs,private sector and community sector	2,500,000
Module common to I, II and III: Planning Support Facility to Palestinian Communities		
1. Establishment of a broad planning and advocacy support service to assist Palestinian communities 2. Needs assessments and Urban Plans for Municipalities and Village Councils in West Bank 3. Neighborhood plans for East Jerusalem in support of Palestinian communities 4. Improvement and extension Plans for selected Refugee Camps	UNOCHA, UNSCO, UNRWA OHCHR, IPCC, B'Tselem, ACRI, ARIJ, Bimkom, APLA, ULAI ...	3,000,000
TOTAL PROGRAMME		17,000,000

ACRONYMS

ACRI	Association for Civil Rights in Israel
APLA	Association of Palestinian Local Authorities
ARIJ	Applied Research Institute for Jerusalem
Bimkom	Planners for Planning Rights
B'Tselem	The Israeli Information Center for Human Rights in the Occupied Palestinian Territory
CHF	Cooperative Housing Foundation
HPM	HABITAT Programme Manager
ICA	Israeli Civil Administration
ILO	International Labour Organization
IPCC	International Peace Cooperation Center
LGU	Local Government Units
MDLF	Municipal Development and Lending Fund
MoLG	Ministry of Local Government
MoP	Ministry of Planning
MPWH	Ministry of Public Works and Housing
NRC	Norwegian Refugee Council
oPt	occupied Palestinian territory
OHCHR	Office for the High Commissioner for Human Rights
PA	Palestinian Authority
PLA	Palestinian Land Authority
PRDP	Palestinian Reform and Development Plan
SHSPPP	Special Human Settlements Programme for the Palestinian People
ULAI	Union of Local Authorities of Israel
UNDP	United Nations Development Programme
UN-HABITAT	United Nations Human Settlements Programme
UN-OCHA	United Nations Office for the Co-ordination of Humanitarian Affairs
UNRWA	United Nations Relief and Works Agency
UNSCO	United Nations Special Coordinator for the Middle East Process

EXECUTIVE SUMMARY

In April 2007, the Governing Council of UN-HABITAT approved the 2008-2013 Medium-Term Strategic and Institutional Plan, which intends in particular to promote the alignment of UN-HABITAT's normative and operational activities at country level.

The UN-HABITAT Programme Document for the occupied Palestinian territory is one of the tangible components of the Medium-Term Strategic and Institutional Plan and serves as a strategic tool meant to guide all UN-HABITAT activities over a two-year period 2010-2011.

This Programme Document outlines the main objectives and priorities for UN-HABITAT in the occupied Palestinian territory and aims to promote the HABITAT Agenda in collaboration with the Palestinian Authority and other UN Agencies. It builds on UN-HABITAT's Special Human Settlements Programme for the Palestinian People (SHSPPP) that was initiated following resolution GC19/18, adopted during the 19th Governing Council in 2003, and reaffirmed during the 22nd Governing Council in April 2009 (GC 22/11).

UN-HABITAT plays an active role in mainstreaming various urban issues in the occupied Palestinian territory. The Programme document is structured around two main components, taking into account the developmental, political and security realities in different parts of the territory:

- Component 1: Early Recovery and Reconstruction (mainly the Gaza Strip)
- Component 2: Policy, Planning and Capacity Development support (West Bank/East Jerusalem, to extend to Gaza Strip when feasible)

Taking into account the United Nations Medium Term Response Plan and other United Nations system activities, the programme in occupied Palestinian territory has formulated a strategy to approach the urban sector through the elaboration of long-term strategies, bridging the gap between relief, recovery and development. As a whole, the UN-HABITAT Programme Document presents a clear programme designed to guide UN-HABITAT's current and future work in the occupied Palestinian territory.

This work covering the occupied Palestinian territory is a timely outcome of this strategic plan.



UN HABITAT

Regional Office for Africa and
the Arab States (ROAAS)
P.O. Box 30030, Nairobi, Kenya
Tel: (+254) 20-762 4717
www.unhabitat.org

UN-HABITAT Programme Managers
in the occupied Palestinian territory:

Zeyad Elshakra (Gaza Strip)
zeyad.elshakra@unhabitat.org

Nael Salman (West Bank)
nael.salman@unhabitat.org

Chief Technical Advisor / Team leader:
Filiep Decorte
filiep.decorte@unhabitat.org