

# **UNITED NATIONS**

## **Medium Term Response Plan (MTRP) 2009 - 2010 Occupied Palestinian Territory**

**DRAFT**

## 1. Introduction

The Medium Term Response Plan (MTRP) articulates the UN's contribution to Palestinian early recovery and development priorities over the next two years in both the West Bank and Gaza, as defined, *inter alia*, in the Palestinian Reform and Development Plan (PRDP) and the Palestinian National Early Recovery and Reconstruction Plan for Gaza. This partnership with national actors focuses both on institutional development and the individual needs of Palestinians.

In developing the MTRP, agencies considered their mandates, and assessed their strengths in order to determine where their contributions would be most valuable. The UN's efforts will be guided by principles of equity and inclusiveness, placing greater emphasis on supporting policies and delivery mechanisms that meet the needs of under served and marginalized groups and individuals, notably in Gaza and in the poorer areas of the West Bank, including Area C and East Jerusalem.

While the recent conflict in Gaza has inevitably led to increased attention to humanitarian needs on the ground, there is also need to focus on the reality in the West Bank, including East Jerusalem, where the protracted crisis has stretched coping mechanisms to the limit. For many, a combination of continued closures, limited economic opportunities and adverse climate patterns has resulted in the selling disposable assets, reducing consumption and relying on credit to buy food. This and other similar coping strategies severely undermine the potential for sustainable socio-economic development.

In this context, the **MTRP commits the UN system to a prioritized set of concrete results** for which the UN assumes collective responsibility. As such, while the MTRP is designed to facilitate joint UN action, all MTRP results, even when implemented through single agency interventions, represent a shared UN system wide commitment to deliver on national priorities and needs.

This strategy is based on a number of pre-requisites, risks and assumptions. One of the most significant challenges to implementation of the MTRP is the reality of the on-going occupation and the associated restrictions on access and movement across the occupied Palestinian territory (oPt), limitations on Palestinian administrative and economic controls and recurring military conflicts. While this reality, along with the intra-Palestinian divide, has informed the focus and the programming choices made in each sector of intervention, it also represents a significant constraint on the UN's ability to effectively respond to Palestinian needs.

The MTRP therefore articulates what the UN is and plans to do under existing conditions and what it could do in an improved operating environment. Opening of the crossings with Gaza, a significant reduction in closures in the West Bank, and greater Palestinian control over political and socio-economic development, coupled with security represent the basic pre-requisites for the UN to fully meet its recovery and development commitments. Moreover, reunification of Gaza with the West Bank within the framework of the legitimate Palestinian Authority would facilitate early recovery and development across the oPt. The mitigating measures presented in section 6 of the document are necessary, but imperfect and unsatisfactory palliatives.

Furthermore, the MTRP is not meant to present all of the UN's work in oPt. A number of agencies work closely with national counterparts on specific needs and/or mandate-related

initiatives, which may not necessarily be captured in national development frameworks and are not reflected in this strategy. In addition, since significant humanitarian needs persist, particularly in Gaza, the MTRP does not assume a phasing out of the Consolidated Appeals Process (CAP) nor does it seek to replace it. To the contrary, it seeks to ensure complementarities with the humanitarian focus of the CAP.

## 2. Mission

The MTRP focuses on two fundamental objectives: support to the establishment of a legitimate and effective **Palestinian state** and to the achievement of the **Millennium Development Goals** (MDGs).

*Statebuilding:* in line with both the Palestinian Authority's vision and international agreements, including relevant UN Security Council Resolutions, the UN will provide support to government institutions to ensure their ability to implement core state functions and to engage productively with all segments of Palestinian civil society, including the private sector. The UN's state-building approach therefore encompasses both state institutions, community and individual capacities.

*Millennium Development Goals:* the legitimacy of, and trust in national institutions can only be sustained if minimum levels of well being, as embodied in the MDGs, are achieved. In this regard, the UN has a unique responsibility to support the Palestinian authorities in setting priorities, allocating resources, and implementing and monitoring programmes within the framework, principles and goals of the Millennium Declaration.

The MTRP complements the UN's humanitarian programming and approaches as reflected in the CAP. While the UN's humanitarian activities provide immediate relief to vulnerable populations in order to avoid the loss of life and livelihoods and ensure that basic individual needs are met, the MTRP seeks **to strengthen national institutions, systems and capacities for long term socio-economic development and self reliance**. Together, these two frameworks form a coherent approach to support the realization of Palestinian rights and aspirations, with the aim of transitioning towards Palestinian led recovery and development stages of statebuilding. Progress on MDG targets in particular is based on life sustaining objectives and as such builds on the life and livelihoods saving goal of the humanitarian effort.

However, humanitarian and development efforts in support of the Palestinian people cannot substitute for tangible, concrete solutions on the political track nor should the UN's approach be misconstrued as a pre-condition for political progress. Humanitarian action, recovery initiatives and political efforts constitute three mutually reinforcing and simultaneous responses towards a common goal of supporting the achievement of sustainable peace and development in the region. Saving lives, restoring livelihoods, building national systems and capacities and establishing the foundations for long term development are necessary requirements for this goal to be achieved. Strong institutions, functioning state-society relations and minimum standards of living are required to anchor and support a future peace agreement.

The UN, however, believes that the reverse also holds true. Given the economic, social, cultural and environmental dimensions and repercussions of the conflict, lack of real progress beyond process on final status issues will undermine the recovery and reform efforts. There can be no durable and equitable development for Palestinians unless and until peace is ultimately achieved for all.

### 3. MTRP strategic areas

#### 3.1 A common approach

To fulfill its mission of supporting the creation of a viable Palestinian state and the achievement of MDGs, the MTRP focuses UN programming on supporting Palestinian responsibility and capacity to lead the early recovery, development and reform processes. The UN will invest its political, technical and financial resources in assisting the building of legitimate *policy and legal frameworks*, responsible public and private *institutions*, effective systems for quality and equitable *service delivery*, and sustainable *capacities* for active engagement of Palestinian citizens, including through a revitalized private sector.

The varied mandates and expertise of the UN agencies, funds and programmes make support to a wide range of sectors and strategies possible. However, the common imperative in each area is to ensure that national growth and development benefit all Palestinians. Using the MDGs as the overarching framework, the UN will focus its support on reducing gaps and inequities in access to political life, economic opportunities, respect for human rights and social and cultural services.

In programmatic terms, the MTRP is structured around **five key strategic areas**:

1. Governance;
2. Food security, livelihoods and employment;
3. Social services;
4. Infrastructure; and
5. Human rights.

As stated above, humanitarian activities (outlined in the CAP) also constitute a key strategic area of UN assistance in oPt. In addition, the design and the implementation of the MTRP will include a significant, tangible and measurable focus on *gender, diversity and environment* throughout all five strategic areas. In this regard, while these areas of focus do not, in and of themselves constitute specific strategic areas of the MTRP, the UN recognizes that an approach based on the concept of “mainstreaming” is insufficient, as it can serve as an excuse for inaction. Therefore, in many cases, the MTRP strategic areas include specific interventions and results targeted at gender and/or environmental needs

Details of results, at the outcome and output levels of UN support in those five strategic areas, along with information on critical partnerships and service lines, are presented in Annex A.

#### 3.2 Service lines

The UN will provide support to Palestinian partners through the following five service lines, the combination of which will vary according to need.

1. Technical assistance the UN will focus most of its interventions in building or strengthening national capacities and systems, through needs driven technical assistance. Such support will be provided at various levels, depending on sector needs, priorities, and existing capacities – institutional and personal / individual, local and national, public institutions and private organizations and companies - and will focus as well on the relationships, systems and channels that allow these different levels to interact productively and efficiently.

2. Policy guidance: the UN will bring its expertise and global experience to bear to provide context-specific policy guidance in a manner that ensures equity, efficiency and effectiveness. Such assistance aims at allowing the Palestinian authorities to translate the national vision, as enunciated in the PRDP, into implementable and cost efficient policies and programmes.

3. Advocacy: In support of local stakeholders and/or in application of international conventions and norms, UN agencies will lead, facilitate, and participate in efforts designed to raise awareness or increase knowledge related to issues that directly affect the lives of Palestinian women, men and children. UN advocacy interventions are based on principles of impartiality and fairness, as articulated in, *inter alia*, International Human Rights Law and International Humanitarian Law, and focus specifically on the achievement of political, socio-economic, and cultural rights.

4. Partnership facilitation: Drawing on its mandates and guided by principles of impartiality, the UN will play a convening role in areas and instances where support for greater collaboration, increased exchanges and more transparent communication channels are required to reach solutions to the needs of all Palestinians.

5. Finally, in some specific cases, the UN agencies implement projects and programmes using their own procedures and executing channels. In many instances, however, service delivery facilitation by the UN will be used to complement on-going efforts by Palestinian service providers to ensure that the need of the most vulnerable will be addressed and only when contextual or national institutional constraints prevent nationally led implementation and will include explicit commitments and systems for “exit strategies”.

### **3.3 Methodology**

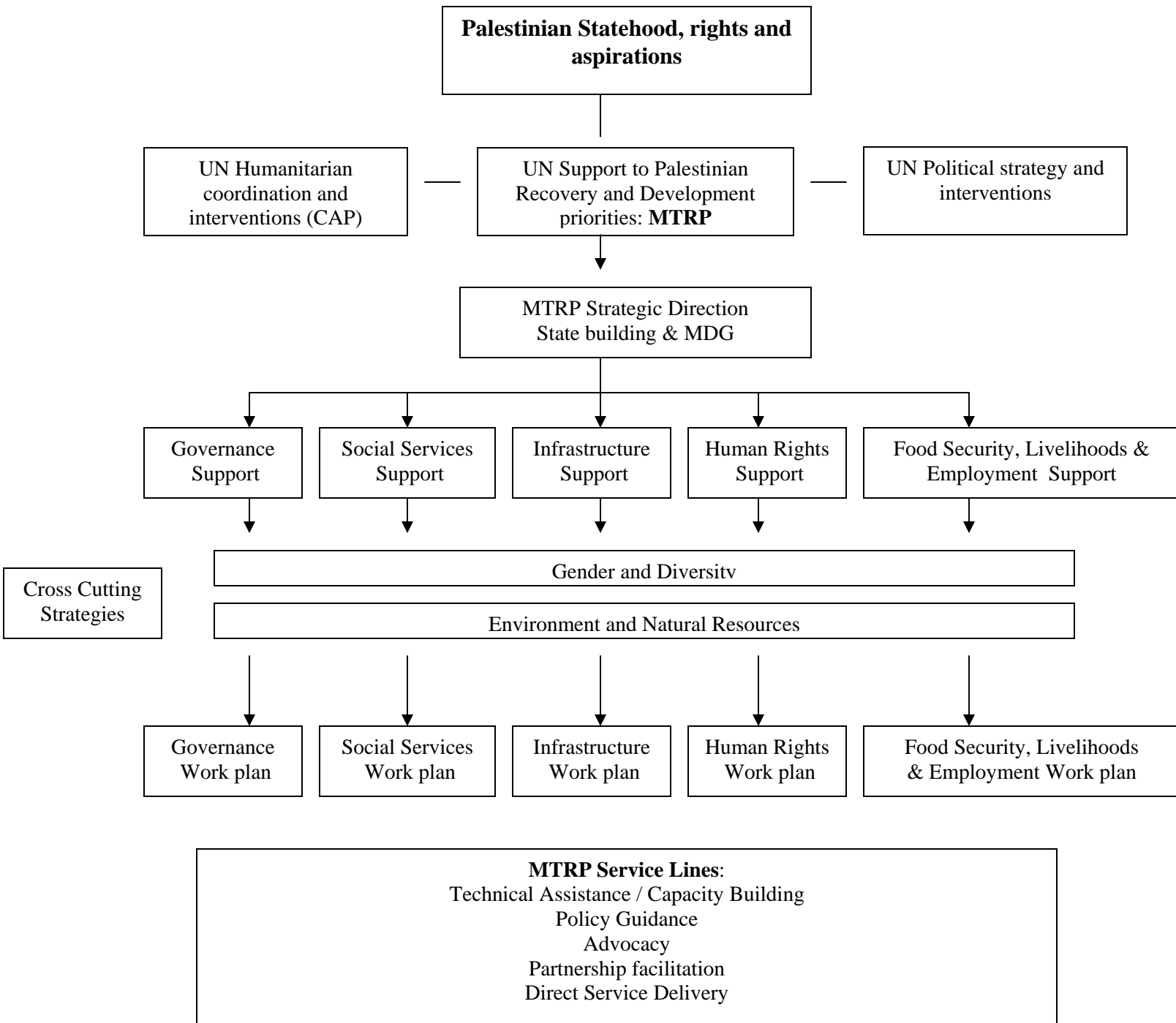
The focus and prioritized set of results presented in the MTRP are based on the following three factors:

**1. What are the critical Palestinian priorities?** The PRDP, the Palestinian National Early Recovery and Reconstruction Plan for Gaza and other relevant sector strategies, plans and studies have provided the policy and analytical basis for determining Palestinian needs and the scope and depth of potential UN engagement. In this regard, the Palestinian vision constitutes the central reference for the UN’s programmatic choices. The MTRP is also informed by on-going analysis, from a range of sources, including the PA, the UN and civil organizations that have demonstrated the range and depth of unaddressed needs in the West Bank, in addition to the growing challenges in Gaza,.

**2. What is the overarching goal of the UN presence in the oPt?** As indicated above, the UN’s response to Palestinian priorities in areas such as governance, social services or infrastructure must be calibrated and implemented within a larger state and peace building objective.

**3. What are the areas in which the UN has a demonstrable comparative advantage?** Programming choices are based on the existence of a number of strengths, including a proven track record in the oPt, implementation capacity, access to critical partners and relevant geographical presence, and appropriate systems. Those choices also take into account the work of other stakeholders, in order to avoid overlap and reduce transaction costs for Palestinian counterparts. In this regard, the Early Recovery mapping of stakeholder interventions in Gaza following the December 2008 – January 2009 conflict has also informed this process.

**The MTRP strategic direction**



## **4. Implementation**

Implementation of the MTRP will be undertaken according to the following considerations and operational imperatives:

### **4.1 Engagement with national partners**

The UN's strategy is to support national partners as the principal actors in the implementation of the MTRP; their active engagement will be a central component of programming design and monitoring.<sup>1</sup> Beyond collaboration within the framework of individual interventions, alignment with and support to national priorities, systems and capacities will be promoted through the following five commitments:

#### ***i. Alignment with national vision, plans and timeframe***

Outputs expected under the MTRP are designed to contribute to priorities and results contained in the Palestinian national vision and programmes, including those developed to support Gaza's recovery and reconstruction. A critical component of the MTRP's annual review (see section 5 on Monitoring) will be to assess the extent to which the UN's programmatic orientation contributes to those national priorities.

In addition, the timeframe for the current MTRP and its future iterations is aligned with the national planning process. Following the completion of the national sector strategies in 2010 and the adoption of the next PRDP (2011-2013), the UN will develop a new MTRP in 2011, to ensure at that time that its programmatic focus is informed by, and supportive of the choices made by the PA and other national partners.

#### ***ii. Support to national sector strategies***

Upon request and where required, the UN will provide technical and policy support to relevant PA line ministries in the development, finalization and implementation of sector based strategies. This collaboration constitutes a major component of the UN's capacity building commitments in the next 2 years. The sector based strategies, which should all be either revised or established by the end of 2010, will inform the content and focus of the next PRDP, which in turn, as stated above, will provide the framework for the next MTRP.

The UN's support to counterpart line ministries will follow the guidelines developed by the PA's central institutions on the process and content required for the development of such sector based strategies.

#### ***iii. Reporting to PAMS and support to M&E***

As part of its focus on strengthening national aid coordination systems, the UN commits to regular and reliable reporting to the Palestinian Aid Management System (PAMS), on a semi annual basis, per PAMS procedures.

Regular consultations between the UN and the PAMS unit will be held to ensure adherence to this commitment as well as address any backstopping needs to reduce transaction costs on both sides.

---

<sup>1</sup> For example, joint programmes will be identified together with national partners, and relevant line ministries in particular, and the UN will strengthen access and capacity by national partners to participate in their governance structure

Such a commitment will constitute one of the main criteria for funding selection in a UN pooled fund, if established (see below).

#### *iv. Capacity building efforts and reporting*

As stated above and as described in each of the strategic area results matrices (Annex A), the UN's current and planned interventions over the next 2 years include a strong emphasis on capacity building of national institutions and partners, in particular through the provision of technical assistance and policy guidance. Support to sector strategies represents an important element of this focus. To support this commitment, the UN will include capacity building in its M&E framework, based on results and benchmarks agreed with the PA.

#### *v. Strengthened engagement with the Local Aid Coordination Structure (LACS)*

Implementation of the MTRP will include a significant role for and engagement with the Local Aid Coordination mechanisms. For example, where and when the UN supports a line ministry in the development of sector strategies, the relevant LAC structure will be fully consulted to ensure, that an appropriate division of labor is established among LAC members for both the strategy design process and its implementation. The UN also commits to presenting, discussing and reviewing other MTRP interventions with LAC partners. In particular, projects submitted for funding to a pooled fund (see below) will be expected to have been shared, and appraised within the relevant LAC structures. **Finally, the LAC structure will be used as the main vehicle for engaging the PA, donors and NGOs in reviewing the MTRP on an annual basis.**

### **4.2 Internal UN arrangements**

Implementation of the MTRP also entails the following internal processes and arrangements:

#### *i. UN capacity review*

A critical component of the MTRP methodology relates to the ability by the UN to meet its commitments over the next two years. While overall current UN technical and human capacities in the oPt match programmatic and operational requirements, the MTRP process has revealed specific areas where agencies, funds and programmes will need, in the course of the next two years, to enhance their capacity. These include, *inter alia*, drafting legislation, high level technical expertise for support to the health reform agenda and additional capacities to support labor market and local economic development initiatives. In most cases, this will be achieved through temporary surge capacity by tapping into the UN's regional or global support mechanisms. In others however, the UN will actively seek to mobilize additional resources and donor support to allow for recruitment of dedicated project management capacity.

#### *ii. Joint Programming*

The development of the MTRP has allowed the UN to identify, in collaboration, with the PA, a number of areas where agencies and relevant national counterparts can come together around common goals and activities. These include:

- Youth development and empowerment;
- Local economic development; and
- The promotion of healthy lifestyles for Palestinian children and adolescents



- Livelihood protection in the Jordan Valley

Joint programming in those areas would complement on-going Joint Programmes already developed in the fields of Gender and Culture. Beyond those sectors, the UN will further explore opportunities for joint programmes whenever such an approach increases impact, reinforces mutual accountability and reduces transaction costs.

### *iii. Financing strategies and mechanisms*

The MTRP will be financed through various financing mechanism, ranging from the mobilization of core resources, bilateral transfers between donors, the PA and individual agencies, and the potential use of a pooled fund. UN agencies have functioning and well established bilateral relationships with a range of donors. The MTRP should offer a coherent framework under which those channels are further strengthened.

Regardless of the funding mechanism used to finance MTRP outputs, the UN will establish a *common funding framework*<sup>2</sup>, indicating, at both the outcome and output level in each strategic area, the sources and uses of funds. In addition to highlighting funding gaps and potential imbalances in the way the MTRP is being funded and implemented, the tool is also designed to enhance transparency in the way the UN channels public resources in support of Palestinian priorities. While it does not constitute an integrated budget *per se*, the common funding framework will inform both individual and collective funding needs and efforts.

Reporting on the common funding framework will be shared with the PA, donors and other relevant actors, within the context of the MTRP review as well as within the framework of a pooled fund, if established.

### *iv. UN Coordination*

Within the UN, the following structures will be involved in the implementation of the MTRP.

1. **The UN Country Team** (UNCT) represents the main internal MTRP coordinating and decision making structure. The UNCT will provide oversight and guidance on the strategic direction of the MTRP, to ensure unity of purpose and consistency of approaches.

2. **Strategic Area groups**: UNCT decision making will be supported on a day to day basis by the work of *Strategic Area groups*, composed of all UN agencies participating in the implementation of the relevant strategic area portfolio, chaired by a designated Focal Point Agency (FPA), and supported by the UNSCO Coordination Unit. **Terms of Reference** for each Strategic Area Group will be developed and will include, the following tasks: to discuss overall strategic area portfolio based on the results matrix, identify gaps and potential synergies, including joint programming opportunities, consolidate and analyze monitoring and evaluation information, report and make recommendations to the UNCT on a regular basis.

Work plans for each strategic area will be based on the relevant results matrix and focus on shared results and areas of joint implementation, indicating timeframes for specific

---

<sup>2</sup> A common funding framework is a tool used by UN Country Teams to map current sources of funding and funding gaps; it therefore provides a picture of overall funding situation for a strategy

outputs, sequencing requirements and other programmatic considerations that allow for effective implementation and achievement of results.

**3. *Inter-agency Programming Group*:** On a quarterly basis, and in preparation for the annual review, the UNSCO Coordination Unit will facilitate an *Inter-Agency Programming meeting*, at Deputy Head of Agency level and with the participation of Strategic Area FPAs and thematic groups, to discuss overall MTRP implementation, address cross sector relationships, review progress reports, and make portfolio level recommendations to the UNCT.

**4. *The Inter-agency Operations Group*:** The operational implications of implementing the MTRP will continue to be managed by the Inter-Agency Operations Group, chaired by UNDP. The Inter-Agency Operations Group will be responsible for alerting the UNCT of all major operations related issues and for following up on UNCT decisions or requests. The UNSCO Coordination Unit will also ensure that timely and effective channels of communication are maintained between the Inter-Agency Operations Group and the Strategic Area groups, in order to ensure that any operational issue of an inter-agency nature identified within the portfolio management work of the Strategic Area group is brought to the attention of the Inter-Agency Operations Group for resolution or for referral to the UNCT.

In addition, the work of the Strategic Area groups will also be supported by the *UN M&E Task Force* (see Section 5) and the following thematic groups: the *Inter-Agency Gender Task Force*, under UNIFEM's leadership and the *Environment Task Force*, under UNDP's leadership. Both thematic coordination mechanisms will provide technical assistance to the Strategic Area groups as well as individual agencies to ensure that adequate consideration is given to gender, diversity and environmental issues and priorities, in the area of needs assessment, strategy development, project design, monitoring and evaluation. Every quarter, UNIFEM and UNDP will be required to report to the UNCT on the extent to which gender, diversity, and environmental considerations are being addressed throughout the implementation of the MTRP.

As discussed in the following section, progress on the MTRP will be regularly shared with the PA and other partners, and the LAC structure will be used as the main vehicle for engaging the PA and donors in the annual review of the MTRP.

## **5. Monitoring and Evaluation**

The MTRP Monitoring and Evaluation plan (M&E plan, see Annex B) represents a system wide tool to measure progress in the achievement of the UN's early recovery and development results as presented in the results matrices and also to ensure that the UN is held accountable to its partners in the oPt. The M&E plan will also inform the MTRP annual review, for which a M&E report will be produced, and shared with the PA, donors and other partners.

Monitoring and evaluation will be undertaken at both the output level, for which UN assumes full accountability and the outcome level, where accountability for results is shared between the PA, the UN, and other partners. For each outcome and output, the M&E plan indicates baseline data, target and timeframe, as well as collection methods and responsibilities. Indicators are established based on a thorough analysis of needs, current capacities and gaps, both within the UN and at the national and local level, and national priorities. The MDGs will provide the overarching framework for determining the M&E parameters. As such, they will include specific, dis-

aggregated data on the MTRP's two cross cutting themes, gender and diversity and environmental sustainability.

In addition to presenting progress indicators in each of the MTRP's strategic areas, the M&E plan will also include **specific benchmarks on the UN's institutional capacity development efforts**, its support to aid coordination mechanisms, including relevant LAC structures, and its use of national systems (e.g. PAMS).

While monitoring and evaluation at the project level is and will remain the sole responsibility of UN agencies, a UN M&E Task Force, with UNSCO facilitation, will be established to support individual agencies and the Strategic Area groups, ensure implementation of the MTRP M&E plan and facilitate the consolidation of both project level and strategic area level information into MTRP, or "portfolio" level analysis. Such analysis will be submitted to the UNCT for review and decision-making.

For each strategic area, the Focal Point Agency will be responsible for reporting to the UNCT on progress against agreed indicators and benchmarks as presented in the M&E framework. Such reporting will increase transparency and allow the UNCT to validate or decide on changes to the UN's positioning, goals, and strategies in this area.

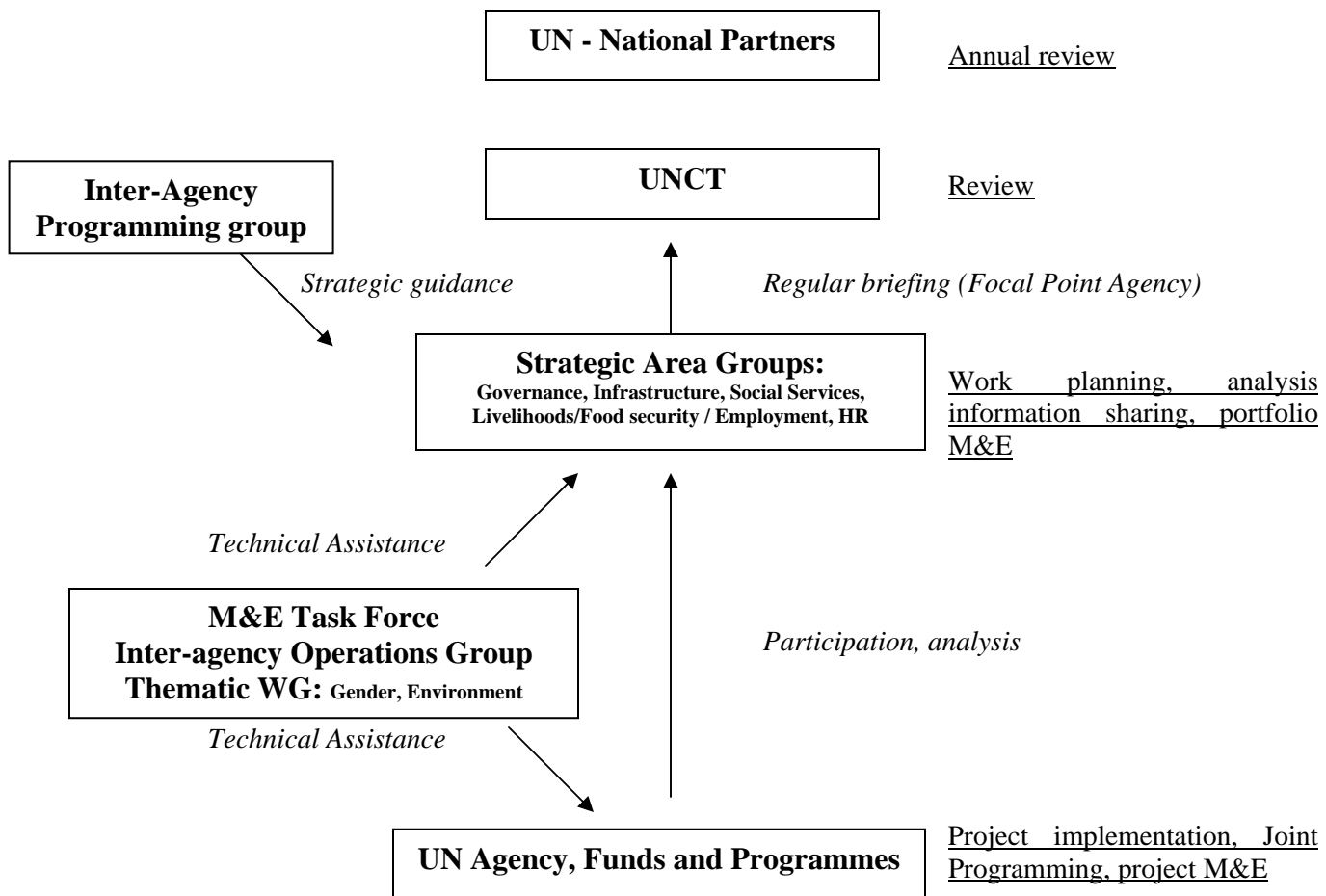
Reporting on the UN's programmatic and capacity development efforts will be regularly shared with the PA and relevant donor and civil society partners. In addition, the MTRP will be comprehensively reviewed on an annual basis, in partnership with relevant national partners. Progress against indicators, along with situation assessment and analysis of needs will ensure that the MTRP continues to support Palestinian priorities in an efficient and effective manner.

#### *Support to national M&E systems*

While the M&E plan is designed to ensure the effective implementation of the MTRP, the UN is committed to supporting national M&E systems and processes. As such, wherever applicable, UN agencies will use the same indicators as the ones developed in the relevant PRDP sector and programmes and will support capacities for data collection and analysis. Where indicators have yet to be developed and monitored at the national or sectoral level, the UN will support relevant partners in defining the most appropriate measures and identifying the most efficient sources of information. The UN will then align its own indicators with those agreed for the PRDP.

As with the MTRP M&E plan, the UN will actively engage with national partners for the use of the MDGs as a reference framework for national monitoring and evaluation.

## MTRP Coordination, Implementation and Monitoring Framework



### 6. Risks and mitigating measures

Within the context of a two-year response plan, the UN has identified a range of risks, and where possible, measures that can be undertaken to address these risks.

1) The *political and security climate* continues to present a risk to the ability of the UN and partners to achieve the stated objectives. Changes to the political and security environment, can have both a direct and indirect impact in terms of access, authorization, funding and priority programs. The UN, will continue to work with the Government of Israel and the PA to address these risks. In addition, in a context of high fluidity, the monitoring and evaluation mechanisms described above are designed to allow the UN and partners to regularly assess the UN's ability to implement the MTRP.

2) *Access* remains a major risk to MTRP success. Currently access into the Gaza Strip is severely limited both in terms of staff and material. This is viewed as one of the most serious risks to success in 2009 and 2010. However, it must be noted that access issues are not just limited to the Gaza Strip, and that movement and access have an impact on a number of interventions in the West Bank, including East Jerusalem.

3) Related to, but independent of access constraints, is the ***increase in the cost of recovery and construction materials***. With a fluctuating dollar and decreased access, the cost of certain materials often increases well beyond initial budget projections. In addition, prolonged absence of maintenance of infrastructure ultimately increases repair costs. The UN will continue to plan for reconstruction and advocate for allowing the PA to commence rebuilding and maintenance efforts. Working to increase the flow of goods and material will help minimize cost increases. The UN will also monitor and track costs and will focus on utilizing local or alternative materials when possible.

4) ***Funding*** in certain strategic areas, such as Infrastructure, various aspects of Governance and Human Rights remains limited. Infrastructure by nature often requires significant investment from the donor community and projects that are crucial are often delayed or canceled due to insufficient funds. Regular communication between the UN, the PA and the donor community, including through the use of the common funding framework, will ensure awareness of funding requirements and potential areas for donor intervention.

5) The UN also recognizes that efforts to reach national priorities often require trade-offs and the bridging of ***different perspectives***. In some cases, those differences are merely the result of inadequate information flows and lack of coordination. In others, they reflect competing interests. The UN will therefore need to sensitize partners to the complementarities between governmental and non-governmental actors through improved stakeholder dialogue initiatives. It will also work to adapt sector policies to changing realities, including the need to introduce innovative and unconventional practices. This can be done through workshops, study tours, presentation of best practice examples etc.

6) Hardships and a halted economy have led to a ‘brain drain’ in a number of critical sectors as well as diminished capacity of suppliers and contractors, particularly in the Gaza Strip. The UN will focus on maintaining cash-flows for current projects as well as sourcing funding for new programs to help provide financial incentives and alleviate burdens that cause companies to close and technicians to vacate Gaza and the West Bank.

7) Finally, the severe lack of access into the Gaza Strip as well as the limitations in the West Bank (restrictions on land/road use, lack of control over strategic national resources, etc) will hamper the development of an effective strategy by making ***planning unpredictable***. **Also**, with millions of dollars tied up in stalled infrastructure projects in Gaza, expenditure cycles and completion schedules remain uncertain. It must also be noted that while the global focus is currently on the Gaza Strip, the immense needs of the West Bank, including East Jerusalem, must be part of any planning and intervention strategy in support of the PA.

Efforts to mitigate the risks and maintain assumptions will be made through sustained advocacy; operations research; improved monitoring and reporting at all levels; joint programming, coordination and mutual accountability.

## **Annexes:**

- A. Strategic Areas: Narrative and Results Matrices**
- B. M&E Framework (to be completed)**

## ANNEX A

### Strategic Area Narrative and Results

#### 1. Governance

##### *UN Positioning*

Issues of governance in the occupied Palestinian territory (oPt) are often marred by political uncertainties and, in the case of the Gaza crisis, the restoration of good governance may be considered secondary to ensuring that basic human needs are met. Moreover, the systemic functioning of governance processes in the oPt are weak to moderate at best. There are external impediments - historical, structural, and geographical, etc. - and internal factors – political divisions, violence, societal fragmentation, vested interests, limited civic engagement, paralysis of the legislative reform, and insubstantial capacities and resources, etc. – that have led to the governance dilemma.

Governance is not interchangeable with government. Governance systems in the oPt are best approached by means of engagement with a wide array of institutions and relations. As defined by UNDP, "governance is the exercise of political, economic and administrative authority to manage [territorial] affairs. It [comprises] the complex mechanisms, processes and institutions through which citizens and groups articulate their interests, exercise their legal rights and obligations, and mediate their differences." From this viewpoint, governance is understood to include a broad spectrum of issues, among which are the creation of representative and transparent public institutions, civil society engagement, and broad-consensus building within society.

In the oPt, against a backdrop of political polarization marked by on-going occupation, the integration of principles and procedures of governance into social, environmental and economic activities is critical to facilitating and legitimizing State-building exercises. Gaza and the West Bank, however, have discrete needs although many complementary forms of assistance should be pursued. The United Nations family is well-positioned to provide comprehensive support in partnership with all local counterparts. In the area of governance, the UN system will focus on supporting a vibrant, inclusive, trust based relationship between the emerging national institutions and Palestinian citizenry. It will seek to contribute to the PA's aspiration of "*establishing a system of democratic governance characterized by respect for the rule of law and separation of powers, capable of protecting and managing natural resources and delivering public services efficiently, effectively and responsively, and supported by a modern and stable legal framework, a robust legislative process and accountable, honest and transparent institutions which protect the rights of all citizens.*" (PRDP, p. 35)

The Palestinian Reform and Development Plan (2008-2011) contains an ambitious governance component that addresses comprehensive reform of the sector, from safety and security to fiscal stability to strengthened public institutions. Specifically, the PRDP has identified five programmes (with multiple outputs) in the following focus areas: i) Security Sector Reform and Transformation, ii) Justice Now, iii) Open and Accountable Government, iv) Efficient and Effective Government, and v) Accountable Local Government. Although many actors are presently active in numerous fields to support these interventions, the UN Family – through the preparation of the MTRP – proposes to assist in both gap-filling as well as convergence of different approaches to provide comprehensive support. This is clearly reflected in the attached matrix whereby the five programmes of the PRDP are aligned with UN activities.

In this context, the UN will support governance interventions in the following areas:

- The strengthening of inclusive democratic systems and channels for public participation in planning and policy processes;
- The facilitation of accountable, efficient, and gender/conflict sensitive governing entities that focus on improved decentralization, representation, service delivery, and public administration reform;
- The building of an effective and non-discriminatory system of justice and the rule of law and;
- Support to the electoral process, including through civic education, public awareness and institutional capacity building
- The promotion of durable peace-building and reconciliation efforts within the oPt and other counterparts.

Underpinning these efforts, the UN will focus explicitly on: supporting systems that assist those most marginalized and/or excluded from governance processes, ensuring technical components are accompanied by appropriate capacity development interventions, crisis preparedness and recovery, and facilitating broad ownership with all relevant stakeholders. This will require platforms whereby the PA actively seeks the input of civil society organizations and the private sector for a range of processes such as elections and the revision of the PRDP. In this context, interventions in Gaza and the West Bank must be viewed sequentially and proportionately.

#### *Service Lines*

The UN's Governance portfolio will be based on the full range of service lines in support of governance reform.

The UN will offer ***policy guidance***, in the form of diagnostic and analytical support to policy and planning exercises (i.e. – review of strengthening harmonization of existing legislative frameworks).

The governance strategy also focuses on ***partnership facilitation***, to promote consensus building, networking and compacts between different constituents such as the PA, the private sector, donors, and CSOs (i.e. – support national platform for future PRDP revisions).

In addition, the UN will devote capacities to ***advocate*** for specific reforms required to strengthen the governance sector (i.e. – initiate a symposium on transparent electoral processes).

Resources will also be invested in the provision of ***technical assistance***, to facilitate capacity development interventions for different actors, including the public sector and CSOs, at different levels from local to territory-wide (i.e. – provide staff training to the General Personnel Council) and strengthen service-delivery functions at local levels (i.e. – contribute to municipal identification of basic social service gaps).

Finally, the MTRP's Governance strategy also includes ***service delivery***, in the form of limited **infrastructure** support to ensure that public institutions have adequate premises (i.e. – construction of courthouses and oPt based training facilities). As for the latter, there is a particular focus on Gaza public institution infrastructure, conditions permitting.

#### *Partnerships*

In addition to the range of partners with whom the UN will implement these activities, the UN recognizes the need to support the existing *Aid Coordination Structure* in the oPt, and in particular the Governance Strategy Group (GSG) and the four sector working groups that fall under the GSG constitution. In this regard, the UN commits to increasing its support and contribution to the relevant aid structures..

Furthermore, given the *World Bank's* active engagement in governance related issues, further collaboration between the UN agencies and the World Bank, including in the area of information sharing, policy discussions, and coordinated interventions, will be a critical factor in the success of the MTRP's governance strategy.

Finally, the UN family acknowledges the active role of *civil society* in the oPt, and will continue partnering and cooperating with a range of non-state institutions on governance related interventions in both the West Bank and Gaza Strip.



## 2. Social Services

### *UN positioning*

Access to social services and social protection issues in oPt, exacerbated by longstanding political and financial insecurity and fragmentation as well as limited resources and capacities, require public measures and strategies that both enhance human capacities and diminish social risks and vulnerabilities. Social service related programming in the oPt should therefore encompass the further development of social programmes that protect against social and economic distress and include the provision of health, education and social and economic security and support mechanisms. Such programmes should not only support people in times of risk and heightened vulnerability but should also promote human potential to mitigate against such challenges.

The PA reform agenda places significant emphasis on increasing the capacity of government and other public sector organizations involved in social policy making, provision of well-targeted social assistance, and the delivery of quality and sustainable education and health services. There is a growing concern that inadequate and inequitable access to services to sustain or improve living standards could severely derail development efforts and further strain the Palestinian social fabric. However, oPt presents a complex picture, combining real achievements with recurrent gaps. It is therefore essential to provide a rapid, yet targeted and strategic response to some of those gaps in the delivery of social services.

The PRDP articulates the needs in the social sector in very clear terms: *“Until recently, the Palestinian population has enjoyed a quality of health care favourable in comparison to most middle income countries (...). However, strains on the health care system are reflected in declining health indicators. Prenatal care coverage has declined while homebirths have increased nearly ten-fold, particularly in rural areas, contributing to a rise in the number of stillbirths (...). Decreased access to care and to preventive programs contributes to the increased incidence of chronic condition*

Similarly, while the rapid expansion of school enrolments over the last five years constitutes real progress, there are now *“concerns about variability in the quality of education, the poor state of the infrastructure and the lack of access, in some areas to services such as early childhood development programs, vocational education and education for children with special needs.”*

Furthermore, the PA and its international partners have engaged on a comprehensive effort to further develop and strengthen a national safety net. A key challenge is to ensure the system’s financial and economic viability while casting the net as wide and deep as possible, to include those most in need of social protection and support services, children and women exposed to violence in particular. Achieving those dual priorities will require the active participation of private and public actors, the development of both formal and semi-formal mechanisms, and the support to community based initiatives. Such endeavours should also be realised within the context of relevant UN Resolutions including those of 1325 and 1612

Finally, the recurrent economic and fiscal crisis has diverted attention and resources away from activities aimed at preserving the national cultural heritage and promoting cultural expression. *“The institutional capacities of the [relevant ministries], which have never enjoyed sustained financial or capacity-building support, have deteriorated even further”*. As a result, in addition to the threats to Palestinian cultural sites and facilities, the economic and social empowerment potential of the Palestinian touristic and cultural industry remains largely untapped.

The UN's social service strategy will focus on the following:

*Education:*

- Improvement in the quality at all levels of the educational system under both developmental and emergency situations;
- Increased equity in access to education through provision of support to overcome challenges imposed by the closure policy and demographic pressure in the mostly affected areas (this will include the construction and rehabilitation of educational infrastructure and the provision of educational material and equipment);,
- Improvement in the quality of educational policy development, planning and management at the central, district, and school levels,
- Strengthened and improved national human resource development systems and,
- Access to psychosocial support to students and teachers (in Gaza in particular).

*Health:*

- Increased capacity of the Ministry of Health for effective leadership and governance of the health system and the formulation of evidence based policies, strategies and programmes that consider MDG targets and that ensure that health needs of vulnerable and marginalized groups are met;
- Improvement of service standards in key areas such as the prevention, control, treatment, and care of *chronic diseases, mental health, child growth and development, and expanded reproductive and sexual health services*, and
- Advocacy with all parties to respect the right to health, including in times of crises and across the continuum of care

*Social protection:*

- Support to respective ministries for the development of legislation, policies, strategic planning and systems that promote social protection services for those most in need and at risk
- To improve the quality and accessibility of child protection services by means of capacity building of front line providers and further development of a national child protection system
- Advocacy with all duty bearers in order to ensure provision of and, equitable access to, services that address rights pertaining to social protection
- Provision of formal and semi-formal financial services for the poor;
- Community building opportunities for marginalized women;
- Provision of integrated support services for victims of gender based violence and for children and youth at risk

*Culture*

- Improvement of the quality of inter-ministerial policy planning, management and monitoring on culture, at the central and district levels within the framework of the National Plan for Palestinian Culture's (NPPC)
- Development of the tourism industry through the creation of an integrated and inclusive system of cultural and natural heritage facilities, sites and services.

- Increased access to, and public awareness of Palestinian cultural heritage through support to local cultural organizations and professionals.

As stated in the MTRP's overall mission, the UN's social service strategy is designed to support Palestinian planning, implementation and monitoring within the framework of the Millennium Development Goals (MDG). As such, the UN commits to **strengthening its own, as well as its partners' capacities for monitoring and reporting of key social indicators**. For example, maternal mortality and morbidity will be registered and appropriately reported to enable measurement of indicators pertaining to MDG5.

The MTRP Social Service strategy has been designed and is being implemented in alignment with national plans and strategies. In addition to specific GERRP and PRDP priorities and programmes such as Access to education, Quality education for all, Education performance and efficiency; Health Quality Improvement, Health Care Affordability, Women's empowerment, and Public recreation and culture, the MTRP positions the UN within the following sector frameworks:

- **Palestine Teacher Education Strategy**; which aims at developing a sufficient number of qualified, capable teachers who are able to improve the learning opportunities for all students at Palestinian schools;
- **Education Development Strategic Plan (EDSP) 2008-2012** and the sector-wide approach process (SWAp), to support EDSP implementation and the Partnership Principles document;
- **National Strategic Health Plan 2008 to 2010**;
- **National Plan of Action for Children 2008 – 2010**;
- **National Plan for Palestinian Culture, 2006**;
- **National Strategy for Technical and Vocational Education and Training (TVET), 2004**

#### *Service lines*

The MTRP's social service strategic area will place great emphasis on **technical assistance**, both at the policy and service delivery levels, with the overarching goal of ensuring that the expansion of those services includes under-served areas and marginalized groups, through improvements in cost efficiency, targeting and skill levels. A key area of focus will be to support the PRDP goal of placing the children at the heart of planning, policy making and budgets, and strengthening (i) the evidence base on children; and (ii) national capacities for child-centered policy development and planning and building consensus towards a common strategy and approach for child protection.

In addition, the UN will also pool and invest resources in **advocating** with all parties to ensure and promote the right to those services, including access to adequate, and equitable social protection mechanisms. For example, advocacy for the right to health will involve working with the MoH to develop an advocacy strategy for specific issues of concern formulated within a rights-based approach and health related data will be included in relevant UN advocacy and information activities and multilateral advocacy initiatives will be organized where appropriate.

The UN will also provide **policy advice** on request to respective ministries for the development of legislation, policies, and systems that promote the provision of services for those most in need and at risk.

Finally, UNRWA will continue to provide **direct social services** to Palestine refugees, according to its mandate, and continue to work closely with the PA and UN agencies to foster comprehensive approaches to social protection in the oPt.

To maximize the impact of its strategy and its support to Palestinian priorities, the UN will provide, on a needs basis, a selective package of integrated multi-sectoral services to be implemented in convergence districts/municipalities, especially those that have a large number of affected children and women, along with short-term emergency activities to be implemented in special needs areas.

### *Partnerships*

UN agencies have long standing relationships with a range of national, ministerial, public and private partners involved in the planning, programming and implementation of social services. The MTRP strategy will therefore rely extensively on this wealth of collaborative experience and networks. In addition, given the breadth and magnitude of the challenges and opportunities in this sector, the UN will also continue to pool resources and take advantage of synergies from within, for example in the areas of reproductive health (WHO, UNICEF, UNFPA) and medical waste management (WHO, UNDP).

The UN also commits to increased collaboration with other stake holders through relevant Local Aid Coordination structures, such as the Social Protection, Health and Education Sector Working Groups, as well as through the Health and Education Cluster to harmonize responses between humanitarian and development initiatives. A challenge will be to highlight the complementarities between various actors concerned and avoid competition on mandate, roles and responsibilities.

New partnerships will be required to meet the ambitious commitments. In the health sector for example, synergies will be fostered with academia and civil society organizations and a more strategic approach to health sector reform will be promoted. Similarly, in the field of culture, the UN will need to initiate and enhance partnerships with other ministries such as the Ministry of Education and Higher Education and the Ministry of Youth and Sports as well as CSOs. Such partnership shall promote the complementarity of roles between the different line ministries on one hand and between them and the CSOs on the other. In this context, the UN believes that a sector working group on culture could be the best mechanism for enhancing such partnerships and strengthening coordination among the different actors in the sector.

### 3. Infrastructure

#### *UN positioning*

The UN's infrastructure strategy is to support the PA's capacity to plan, design and implement basic infrastructure services that align with national priorities and the Millennium Development Goals. Aligned with the PRDP, this strategy includes support to the areas of transport, housing, electricity, solid waste, water and wastewater. In order to address those goals in the West Bank and Gaza Strip, the UN proposes a continuation of (1) capacity building and technical oversight, and (2) direct implementation of priority infrastructure projects. Due to the wide and cross-cutting spectrum of infrastructure requirements in the WBGS, as well as the direct link between movement and access and construction feasibility, the focus should remain on capacity building, and targeting short and medium-term projects in the West Bank while still pre-positioning the UNCT partners toward larger-scale capital investment infrastructure projects in the WBGS.

The PA ministries have continued to take on a stronger and more prominent role in PA infrastructure projects. With the UN and PA partnership historically focusing on building capacity within smaller and some larger scale infrastructure projects, the UN in 2009-2010 will be transitioning further away from smaller infrastructure and begin focusing on developing PA and ministerial capacity toward large scale infrastructure projects. While direct implementation may still occur on select projects, the UN will continue to build ministerial technical capacity in the mapping, planning, design, construction and maintenance of water and sewage systems, major hospitals, road networks, airports, schools, economic and energy infrastructure, municipal facilities, housing/shelters, border crossings and training facilities.

The December 2008 – January 2009 military incursion into the Gaza Strip resulted in severe damages to public and private infrastructure and presented a grave new challenge to the PA, particularly with regard to the devastation to the water and sewage systems where an infrastructure solution should be pursued quickly. A comprehensive ceasefire and consistent access for construction materials must first be in place before full reconstruction can commence, however, the UN will use this time to assist and support the PA in the reconstruction planning, and pre-position itself in line with the PA requests for support.

All programming is, and will continue, to be developed in line with the PRDP as well as the Palestinian Early Recovery and Reconstruction Plan for Gaza (PERRP); specifically with regard to the Public Infrastructure, Social Development and Environment frameworks.

Thus, the key UN infrastructure goals for 2009-2010 include:

- Provision of infrastructure mapping (funding pending), planning, coordination and capacity building at local, regional, and national levels;
- Pre-positioning to assist with immediate response and emergency infrastructure, and
- Provision of technical assistance, best practices and implementation support within sub-sectors of utilities, electricity, alternative energy, solid waste and water, transport, housing and communications.<sup>1</sup>

#### *Service lines*

Implementation services will focus mostly on *technical assistance*, in the areas of planning, training, sharing of best-management practices, and technical support, including for facilities management, and *direct service delivery* (when required and requested).

### *Partnerships*

The UN currently supports the Ministry of Public Works, Ministry of Public Works and Housing, Airport and Seaport Authority, Public Works Authority, Ministry of Local Governments and Public Water Authority. Cross-cutting programs also ensure that infrastructure requirements are addressed with the High Judicial Council, Ministry of Health, Ministry of Youth and Sports, Environmental Quality Authority, Ministry of Foreign Affairs, Ministry of Interior, Municipal Development and Lending Fund and PECDAR.

It must be stressed that infrastructure programming requires commitment from partners and donors for successful implementation. Significant funding is required to implement larger and further reaching projects and a division of labor must be coordinated and adhered to in order to promote complementary works, avoid overlap and most efficiently use resources. Increased coordination between the UN, the World Bank and LACS-Infrastructure Working Group is especially important in this regard.

#### 4. Food security, livelihoods and employment

The PRDP enumerates a number of critical initiatives designed to reinvigorate the Palestinian economy and set it on a sustainable growth path. The PRDP states in particular that *“despite the major structural challenges and the damage done by years of political instability and conflict, the Palestinian economy has enormous potential for future growth, and a revival from its current condition is urgently needed.”*

Economic indicators have sharply deteriorated since 2000, despite significant levels of aid. Unemployment and poverty levels continue to rise, particularly in Gaza in the wake of the most recent crisis. The impact of the violence is further exacerbated by other factors including volatile international food and fuel prices and adverse climatic events.

To address the recovery and development goals in the West Bank and Gaza Strip in the strategic area of Food Security, Employment and Livelihoods –including Agriculture, the MTRP proposes an increased focus on local economic development, with special attention to employment creation, particularly in the Gaza Strip, and reconstruction and rehabilitation of industries. The import and export difficulties faced by the Palestinian economy call for a more efficient utilization of local resources, as well as for outputs increasingly targeting local market demands. Hence, import substitution-oriented productive activities should be the main focus of medium term planning. This would also enhance local producers’ competitiveness if/when international markets are accessible. Within this approach, participative value chain analyses will help identify weaknesses in local production systems and provide the basis for targeted capacity building of local intermediary/professional structures. In addition, an increased focus on local resources should translate into increased opportunities for women. At 15%, female participation in the formal labor market in the oPt is among the lowest in the world, and nearly 90% of the women in the informal economy work in the agriculture sector<sup>1</sup> while 45% of employed children under 18 work in agriculture<sup>2</sup>.

Social safety net interventions to mitigate consumption poverty should be combined with structural support to the public goods/services supply and private sector –e.g., cash/food for work schemes enhancing the civil and productive infrastructure- this requires close interaction with the Social Protection area.. The objective is also to establish and pre-position the systems and capacities for building on temporary or short term job creation programmes and supporting the long term recovery of the private sector through, inter alia, apprenticeships and trainings, if and when restrictions are lifted or eased.

The MTRP will therefore support the following results:

- Increase sustainable food security in the oPt through policy analysis and service delivery, including social safety net schemes with a livelihood perspective and through the promotion of agriculture;
- Improved capacity of the PA to deliver livelihood opportunities through the provision of employment and income generation programmes linked to better use of local resources, and enabling Micro, Medium and Small Enterprises (MMSE) development

---

<sup>1</sup> AECI, ARIJ 2007- Review of the Palestinian Agricultural Sector

<sup>2</sup> PCBS, 2009

and self employment, in line with the "employment generation initiative" in the PRDP and the Micro and Small Finance Task Force;

- Strengthened capacity of Labor Market Governance institutions for employment coordination and policy making, effective management, monitoring and analysis of the labor market information and provision of employment support services, and
- Increased women's participation in the formal labor market.

### *Service lines*

The UN's collective commitments to Palestinian recovery and development priorities in those areas will be based on a provision of a range of service lines.

The UN will provide **technical assistance** in critical areas such as the improvement of down- and upstream linkages in the agricultural production value chain, the formation of associations/cooperatives to facilitate access to agricultural services (e.g. extension, credit, input supply, networking, etc.) and the building of women's professional skills. Capacity building will be provided as well to Micro-, Small and Medium Enterprises (MSMEs)

**Policy advice** and support will target the enhancement of women's access to and control of productive assets and inputs in agriculture, the institutionalization of food security and safety, the strengthening of a positive institutional and legal environment for cooperatives and MSMEs' development and the development of effective national employment policies and frameworks that will provide guidelines and common applications of job creation programmes in the oPt.

**Advocacy** will be required to change societal attitudes and encourage public and private sector involvement in increasing labor entry for women.

Support to employment and livelihood development will also require **partnership facilitation** to strengthen social links among local stakeholders, labor associations, farmers unions, civil society organizations, universities, and research institutes. In this regard, it will be essential to improve employment policy and coordination facilitating greater and productive engagement between ministries and intermediary structures.

**Direct delivery** will be used, as and where appropriate, to progressively replace / complement food distribution programmes with initiatives such as food voucher schemes, which will support local traders and small farmers of fresh and staple food commodities and promote the demand for locally produced food products, and employment generation programmes (e.g. through reconstruction of food- and related industries. The UN also support the opportunity of introducing innovative modes of production (based on improved use of resources locally available, more efficient use of land, product diversification to meet local demands, etc.) *in line with the Gaza early recovery and reconstruction plan* while providing required food supplements and therapeutic foods to moderately and severely undernourished children

### *Partnerships*

To support Palestinian priorities and achieve the stated objectives, the UN will seek to further develop partnerships with universities and the private sector to promote national Research and Development (R&D) programmes, aiming at the introduction and use of more efficient production technologies. These new partnerships are critical in particular to promote increased



utilization of local energy resources (e.g. wind), which will reduce dependency on external resources and contribute to the creation of employment through “green jobs”.

In addition, in an effort to improve labor market coordination and more effective employment strategies, the UN will also focus on ensuring greater participation and engagement by intermediary structures such as trade associations and labor unions in the national policy dialogue.

## 5. Human Rights

### *UN Positioning*

The human rights situation in the oPt remains challenging, with two major military operations in Gaza by the Israel Defense Forces in 2008, persistent restrictions on freedom of movement, demolitions, forced evictions and arbitrary arrests, and extra-judicial killings continuing. Internal Palestinian conflicts have also given rise to specific issues

It is with this context in mind that the UN puts forward a specific Human Rights strategy, which consists of two main pillars. Firstly, the UN will strengthen its call for accountability on the part of all duty bearers, through increased monitoring of human rights violations of human rights and humanitarian law and analytical, public reporting on these violations. In this regard, greater engagement of the UN human rights mechanisms, including Special Procedures of the Human Rights Council and relevant treaty bodies, will reinforce human rights advocacy.

Secondly, and in conjunction with the first pillar, the UN will continue to provide support to the PA and to Palestinian civil society in strengthening human rights institutions and practices in oPt. Strong partnerships with civil society groups will be established in order to promote international human rights mechanisms for accountability. Support to Palestinian law enforcement officials and the judiciary will continue to constitute a core focus of UN's work, and will be reinforced by technical assistance to the Palestinian Legislative Council's specialized committees on integrating human rights standards into draft legislation and compliance to existing policies.

As such, the MTRP's Human Rights strategy is designed to support explicit Palestinian commitments. As stated in the PRDP, the PA is developing institutions that "*will protect human rights, religious tolerance and the rule of law*", with the aim of building a "*state that respects human rights and guarantees equal rights and duties for all citizens*". The PRDP further indicates that "*human rights issues are becoming increasingly pressing, with the need to develop clear policies and strategies to support groups such as women, children and ex-detainees and ensure that these policies are mainstreamed throughout the public service and beyond into the various NGOs and other organizations providing public services.*" The Oslo Accords also state that both parties would exercise their powers and responsibilities with "due regard to internationally accepted norms and principles of human rights and the rule of law" and the the Palestinian Basic Law states that "basic human rights and liberties shall be protected and respected" and that the "Palestinian National Authority shall work without delay to become a party to regional and international covenants and declarations that protect human rights". The UN strategy supports the PA in these endeavors

The UN will focus on the following areas:

- Increased coordinated human rights advocacy efforts for the protection and promotion of human rights with a specific focus on Internally Displaced Persons, children's rights and gender equality, in line with the relevant UN Security Council Resolutions, such as the 1612 and 1325, and high quality law-based reports on the human rights situation in the oPt resulting from human rights monitoring;
- Strategic use of international human rights mechanisms by rights holders and civil society, including increased use of the special procedures and treaty bodies, to promote international accountability;
- Strengthened administration of justice in accordance with international legal standards, the incorporation of human rights obligations, including with respect to women and

- children, into draft legislation, and the implementation of existing policies and legislation;
- Improved capacity of labor market institutions to promote decent work conditions and workers rights through effective application of labor legislations and social security laws including improved labor inspection, labor dispute, and social security systems;
  - Reinforcement and strengthened support to rights based programming, funding to relevant authorities and civil society.

These results are aimed at ensuring that the protection of Human Rights is supported not only by policy reforms and increased capacity of select actors, but more profoundly and sustainably, by an increased internalization and ownership of international human rights standards by all Palestinians and an increased awareness that accountability must be ensured for human rights violations. The strategy is to assist the PA in ensuring that its human rights vision rests on shared knowledge, adequate tools and capacities, and positive behaviors.

Finally, the UN MTRP is designed so that UN support of the PRDP is systematically provided under a human rights based approach, whereby the protection or realization of human rights for all constitutes the ultimate reference and objective throughout all planning, programming, implementation and monitoring efforts. In this effort, UN agencies will benefit from integration of purpose and approaches, through the provision of constant technical assistance from dedicated expertise within the UN system.

#### *Service lines*

The Human Rights approach will focus mostly on the provision of ***technical assistance***, to build the capacity of all stakeholders to exercise their rights and/or fulfill their duties, and on ***advocacy*** initiatives, to raise awareness and promote behavioral change.

#### *Partnerships*

Building on current established relationships, the UN will seek to expand its range of partners, and provide support to both public and private institutions, including civil society organizations. Under this approach, the UN will focus on sustained and systematic assistance to key partners.

## **6. Cross cutting focus**

### *Gender and Diversity*

A gender and diversity analysis will be reflected in all five strategic areas, including in governance, where the UN will support the establishment of democratic and gender sensitive institutions, and infrastructure, where capacity building for policy making, planning and programming will ensure that due consideration is given to gender and diversity dimensions, including youth and people with disabilities.

However, as highlighted above, the MTRP will also focus on specific gender equality outputs. In particular, a key goal of UN support will be to ensure increased *participation of women in the formal labor market*. Current inequalities in formal employment opportunities represent a critical gap in the Palestinian MDG scorecard. Beyond the macro-economic benefits of reaching higher rates of women formal employment rates, this strategic focus is also a means to achieving other national priorities and MDGs, including in the areas of domestic violence, health, and gender empowerment.

The UN will also pool its resources to address national priorities for youth empowerment and development in an integrated manner, and in line with the vision and strategies currently being developed by the Ministry of Youth and Sports. In a context where 64% of the population is under the age of twenty four, addressing their needs and supporting their ability to participate constructively in the national political, social and economic fabric constitute critical priorities of UN programming. Support could be provided in the form of a Joint Programme, in partnership with the Ministry of Youth and Sports and other relevant public and private actors.

Within its support to Human Rights and social protection related needs, and in relation to the issue of gender based violence and the protection of women and children, the UN will offer its mandates and expertise in raising awareness and support for Security Council Resolution 1325 and Security Council Resolution 1612.

Finally, in the social service portfolio, there will be a stronger emphasis in developing a relevant sex- and age- disaggregated data base with a much improved monitoring and evaluation system, in order to effectively target and meet their needs and measure in qualitative and quantitative terms the progress in achieving the programme results and take corrective actions on time.

### *Environment and Natural Resources*

In a context of persistent conflict and economic slowdown, the MTRP will combine efforts to raise the visibility of sound environment and natural resource management on the national policy agenda with immediate interventions to respond to critical needs.

In particular, through its governance interventions, the UN will focus on the development of PA capacities at the national and local levels to establish and monitor effective systems for environmental protection, sustainable management of natural resources, disaster risk management and implement national and international conventions. Through advocacy, the UN will promote sound environment and natural resource management as factor of sustainable economic, social and cultural development

In addition, the UN's support to Palestinian infrastructure needs will include interventions to increase access to safe water supply, sanitation and solid waste services

Finally, the UN will commit to recognizing and factoring in an environment / sustainable perspective within its own programmes and projects while supporting a similar approach in its capacity development initiative with the PA.

---