The UN Development Assistance Framework in the occupied Palestinian territory

The first-ever UN Development Assistance Framework (UNDAF) for the occupied Palestinian territory (oPt) outlines the strategic programming framework of the United Nations (UN) for the period 2014-2016 and describes the collective vision and response of nineteen UN agencies to national development priorities. The UNDAF is the result of an extensive consultative process involving the Palestinian Government, the UN and other development partners. In alignment with the Palestinian National Development Plan 2014-2016, the UN will focus its development assistance in six priority areas:

- economic empowerment, livelihoods, food security and decent work;
- governance, rule of law, justice and human rights;
- education;
- health;
- social protection;
- urban development, natural resource management and infrastructure.

With the UNDAF, the UN aims to increase its coherence and implement the principles set out in the Paris Declaration on Aid Effectiveness and the Busan Partnership for Effective Development Cooperation, particularly:

- national ownership that is inclusive of partners in the different stages of the process;
- alignment with national development priorities, strategies, systems and programming cycles;
- focus on results that are sustainable, including through the development of local capacities;
- inclusiveness of the UN system, with full involvement of specialized and non-resident agencies;
- integration of the five UN mandatory programming principles (namely human rights-based approach, gender equality, environmental sustainability, results-based management, and capacity development) tailored to the local context;
- mutual accountability for development results.

The estimated financial resources required for the assistance provided through the UNDAF amount to approximately US$1.2 billion for the period 2014-2016. This estimate reflects the UN’s continued commitment to Palestinian development and the state-building agenda following the November 2012 UN General Assembly vote according Palestine non-observer State status, as well as the UN’s efforts, when possible, to transition from humanitarian assistance (captured in the Consolidated Appeal) to sustainable human development.

<table>
<thead>
<tr>
<th>UNDAF estimated resource requirement by priority area (in million)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Economic empowerment, livelihoods, food security and decent work</td>
</tr>
<tr>
<td>Governance, rule of law, justice and human rights</td>
</tr>
<tr>
<td>Education</td>
</tr>
<tr>
<td>Health</td>
</tr>
<tr>
<td>Social protection</td>
</tr>
<tr>
<td>Urban development, natural resource management and infrastructure</td>
</tr>
</tbody>
</table>

The programming linked to this UNDAF can be funded either through the Palestine UNDAF Fund or directly to the respective agency. The Fund helps the UN address key Palestinian development priorities via single-agency or joint programmes, which help them and national partners to work more closely together. While un-earmarked contributions are encouraged, donors can also contribute funds to any of the six UNDAF outcomes, or earmark funds geographically for the West Bank (including East Jerusalem) or the Gaza Strip.

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1 On 29 November 2012, the UN General Assembly (GA) passed resolution 67/19. Pursuant to operative paragraph 2 of that resolution, the GA decided to “…accord to Palestine non-member observer State status in the United Nations ...”. On 12 December 2012, Palestine informed the Secretary-General that the designation “State of Palestine” should be used in all official documents, although this does not preclude the use of the term “occupied Palestinian territory”. In accordance with the Secretary-General’s report on the “Status of Palestine in the United Nations” (A/67/738), released on 8 March 2013, the designation “State of Palestine” is now used in all documents of the United Nations, notwithstanding the use in parallel of the term, “occupied Palestinian territory”. Both terms are thus used interchangeably in this document.
UNDAF priority area: Economic empowerment, livelihoods, food security and decent work

UN agencies: FAO, ILO, UN Habitat, UN Women, UNCTAD, UNDP, UNESCO, UNIDO, WFP

Outcome 1: By 2016, Palestinians in the oPt benefit from greater economic empowerment, improved livelihoods, access to decent work and food security

The objective of this outcome is to ensure the right of all to an adequate standard of living, including adequate food. There is a special focus on promoting the right to work, including under just and favourable conditions. The UN's aim is to enhance the participation, access to economic opportunities and resilience against food insecurity of women and men through an enabling environment for increased private sector and community level economic activity, improved worker protection and access to decent and productive employment, particularly for women and youth. This programming seeks to address issues such as the shrinking productive base of the economy, exclusion and limited and unequal access to opportunities that directly affect the socio-economic wellbeing of all. Planned results will be achieved through the coordinated support of nine UN agencies. To ensure a high sense of national ownership and increased accountability by the PA and other partners, all interventions will be designed and implemented in close coordination and partnership with a number of public institutions and local stakeholders.

UNDAF estimated resource requirement for Outcome 1 (in thousands)

<table>
<thead>
<tr>
<th>Output 1.1</th>
<th>Output 1.2</th>
<th>Output 1.3</th>
<th>Output 1.4</th>
</tr>
</thead>
<tbody>
<tr>
<td>$15,200</td>
<td>$55,220</td>
<td>$44,850</td>
<td>$39,500</td>
</tr>
<tr>
<td>42%</td>
<td>58%</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

The UN’s contribution to this outcome is organised around four outputs, as follows:

- **Output 1.1** - Palestinian institutions are better able to develop and apply more equitable policies, plans, legislation and services to support increased economic activity in the private sector
- **Output 1.2** - The Palestinian labour force benefits from enhanced worker protection, equal opportunity and access to decent and productive employment, particularly for women and youth
- **Output 1.3** - The Palestinian productive sectors are able to improve quality, quantity and value of goods and services with diversified access to markets
- **Output 1.4** - Palestinians in the oPt have increased opportunity to engage in community level economic activity

UNDAF estimated resource requirement for Outcome 1 (in thousands)
UNDAF priority area: Governance, rule of law, justice and human rights

UN agencies: ILO, OHCHR, UN Habitat, UN Women, UNCTAD, UNDP, UNESCO, UNFPA, UNICEF, UNODC, UNOPS, UNV, WFP

Outcome 2: By 2016, Palestinians in the oPt have improved access to more efficient, accountable and participatory governance, enhanced justice and security, and greater protection of human rights

A key objective of the UN in the oPt is to promote the right of the Palestinian people to self-determination and to support efforts to build a state that respects and protects human rights. The UN, based on its local as well as global experience, plans to assist the various levels of Palestinian government become more efficient and responsive to the service needs of women and men through the enhancement of the system of checks and balances, with the executive, legislative and judicial branches fulfilling their legal mandates and oversight roles in a non-discriminatory manner. Increased civic engagement will be key to achieving more participatory governance that promotes the right to participate in public life and guarantees freedom of expression, assembly and association. While the oPt has made significant progress in building the capacity to govern at the local, regional, and national levels, there continues to be a need for UN support to solidify and build on those gains. To achieve the planned results the UN will partner with and provide technical support to a diverse number of institutions engaged in areas ranging from data collection and service delivery to public financial management, legislation, justice and security. The UN will work with individual women and men, communities and NGOs to increase civic engagement, and with civil society, the media and others to enhance capacities in oversight, including on human rights. The implementation, promotion and monitoring of commitments with respect to international legal instruments is another area of focus.

The UN’s contribution to this outcome is organised around five outputs, as follows:

- **Output 2.1** - Palestinian institutions are able to plan, manage resources and coordinate service delivery in a more efficient, responsive, equitable and accountable manner
- **Output 2.2** - Palestinian institutions have improved capacities for data generation, analysis and use for evidence-based gender-sensitive planning and policy formulation
- **Output 2.3** - Palestinians in the oPt are increasingly able to advocate for their rights, exercise public oversight and participate in policy and decision-making
- **Output 2.4** - Palestinian institutions are better able to legislate and provide rule of law, access to justice and security according to international standards and good practices
- **Output 2.5** - Palestinian institutional capacity is strengthened to implement, promote and monitor commitments with respect to international legal instruments, including on human rights and ratified conventions on culture
UNDAF priority area: Education

UN agencies: FAO, ILO, UN Women, UNDP, UNESCO, UNFPA, UNICEF, UNIDO, UNOPS, UNRWA, WFP, WHO

Outcome 3: By 2016, Palestinian children and youth in the oPt have more equitable access to and completion of quality education in an inclusive child-friendly learning environment

UN agencies in the oPt will focus on promoting the right to education by increasing equitable access to and completion of quality education in an inclusive and child-friendly environment, from early childhood to adolescence. The UN plans to contribute to the improvement of learning environments, early childhood development services, learning opportunities for children and youth, and the capacity of teachers and education providers. The education sector in the oPt is in need of continued reform. Teachers need comprehensive training and reorientation in order to respond effectively to the diversity of needs of children, such as needs related to psychosocial support (adaptability). Education needs also to be relevant to the cultural, social and economic Palestinian context (acceptability), for instance to respond to the needs of the labour market. Learning environments need to be more protective, inclusive and child-friendly (availability and accessibility), including addressing issues related to food, nutrition and health, and promoting human rights and gender equality.

The UN’s contribution to this outcome is organised around four outputs, as follows:

- **Output 3.1** - Basic and secondary school learning environments are improved to be more protective, inclusive and child-friendly
- **Output 3.2** - Early childhood development services are improved to higher quality standards and are increasingly available and accessible to communities
- **Output 3.3** - Children and youth, especially those vulnerable to exclusion and marginalisation, have increased learning opportunities, including through non-formal education and technical and vocational education and training
- **Output 3.4** - Teachers and education service providers are better able to plan, deliver and monitor quality education for all

UNDAF estimated resource requirement for Outcome 3 (in thousands)

<table>
<thead>
<tr>
<th>Outcome 3</th>
<th>Available $71,206</th>
<th>To be mobilized $90,917</th>
</tr>
</thead>
<tbody>
<tr>
<td>Output 3.1</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Output 3.2</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Output 3.3</td>
<td>$41,622</td>
<td></td>
</tr>
<tr>
<td>Output 3.4</td>
<td></td>
<td>$8,050</td>
</tr>
<tr>
<td>Output 3.1</td>
<td>$108,451</td>
<td></td>
</tr>
</tbody>
</table>

Available 44% To be mobilized 56%
UNDAF priority area: Health

UN agencies: UNDP, UNFPA, UNICEF, UNODC, UNRWA, WFP, WHO

Outcome 4: By 2016, Palestinians in the oPt have improved equitable access to quality health services provided by the national health systems

The UN will contribute to the progressive realisation of the right to the highest attainable standard of physical and mental health by aiming to improve public health in the oPt and in policy and planning in the national health system, service delivery and community levels, focusing on non-communicable diseases, mental health, maternal and child health, and lifestyle related issues. The emergency preparedness capacity of the national health system will also be an area of focus. These expected results reflect the current main health challenges in the oPt and also address specific aspects of the national health system that are in need of strengthening. These systems strengthening aspects reflect the areas of technical focus and comparative strength of the various UN agencies working in the health sector. UN efforts focus mainly on increasing the quality of health services, with attention to specific access issues, where relevant.

UNDAF estimated resource requirement for Outcome 4 (in thousands)

| Output 4.1 | $2,760 |
| Output 4.2 | $6,458 |
| Output 4.3 | $63,555 |
| Output 4.4 | $7,661 |
| Output 4.5 | $3,950 |

The UN’s contribution to this outcome is organised around five outputs, as follows:

- **Output 4.1** - Capacities of national health systems are further improved to support evidence based policy and practice
- **Output 4.2** - Capacities of national health systems are further improved to provide quality reproductive, maternal and neonatal health and nutrition services, with a focus on the most vulnerable communities
- **Output 4.3** - Health care services and facilities are improved to address non-communicable diseases and mental health
- **Output 4.4** - Palestinians in the oPt have increased access to services promoting healthy lifestyles, including those addressing substance abuse, family planning and obesity
- **Output 4.5** - The national health system is better able to prepare for, and respond to, emergencies affecting Palestinian’s health
UNDAF priority area: Social protection

UN agencies: FAO, ILO, UN Women, UNFPA, UNICEF, UNRWA, WFP

Outcome 5: By 2016, more Palestinians in oPt, especially vulnerable and marginalised groups, benefit from an integrated, multi-sectoral social protection system that promotes economic security, protection from abuse and violence, gender equality, social justice and equity for all.

By enhancing social protection, the UN aims to promote the right to social security, particularly in the event of life cycle risks and vulnerabilities such as childhood, unemployment, motherhood, sickness/disability, old age and other lack of livelihood. During the period 2014-2016, the combined efforts of a number of UN agencies will be mobilised to support the development of an integrated, multi-sectoral social protection system to promote economic security and protection from abuse and violence, and to ensure gender equality in access to services and protection mechanisms. Investing in national systems of social protection is the key to alleviating poverty, improving food security and tackling structural inequities that subject certain population groups to marginalisation and exclusion. The UN has a long, well-established record of investing in social protection, especially through the provision of safety nets, and the challenge is to ensure a more systematised and coordinated engagement in this area.

The UN’s contribution to this outcome is organised around five outputs, as follows:

- **Output 5.1** - Legislation and policy frameworks, and planning and management capacities of line ministries are strengthened to provide quality and equitable social protection
- **Output 5.2** - National coordination mechanisms are enhanced to provide social protection services in a harmonized manner
- **Output 5.3** - Family and child protection systems are strengthened to better protect children, women and other vulnerable groups from violence, abuse, neglect and exploitation
- **Output 5.4** - A comprehensive social security system with basic social security benefits and social insurance is introduced to reduce life cycle risks and vulnerabilities
- **Output 5.5** - Vulnerable and marginalised groups have access to social transfers that are preventive, protective, promotive and transformative
UNDAF priority area: Urban development and natural resource management and infrastructure

UN agencies: FAO, UN Habitat, UN Women, UNDP, UNEP, UNESCO, UNICEF, UNIDO, UNMAS, UNOPS, UNRWA

Outcome 6: By 2016, Palestinian institutions more effectively manage and regulate urban development and natural resources to ensure the equitable provision of sustainable infrastructure and to safeguard cultural heritage

Under this outcome, the UN will focus on the rights of Palestinian women and men to freely dispose of their natural wealth and resources, their right to enjoy their own cultural heritage, and the right to adequate housing. For this, the UN will work at policy-level and directly with implementing partners on improving the management of urban development, cultural heritage sites and natural resources, including land and water. The equitable provision of sustainable, resilient infrastructure, including for roads, renewable energy, water and sanitation, and environmental protection strategies that incorporate gender equality will be important to achieve results. Limited availability of resources, rapid population growth and poor sustainable management practices lacking a gender perspective have resulted in significant development needs in this area, particularly with climate change impacting on natural resources. As a result, the rights to basic services such as safe water, safe sanitation, housing, energy, and roads are challenged. The UN intends to apply its technical expertise and experience, in-depth knowledge and leveraging power to help address these issues.

The UN’s contribution to this outcome is organised around five outputs, as follows:

- **Output 6.1** - Palestinian institutions are better able to plan, manage and implement a framework for sustainable urban growth
- **Output 6.2** - Palestinian institutions are better able to regulate and assure technical and quality standards to manage sustainable infrastructure development
- **Output 6.3** - Palestinians in the oPt are better able to access, utilise and manage natural and heritage resources on an equitable basis
- **Output 6.4** - Palestinian institutions are better able to protect the environment and cultural heritage sites
- **Output 6.5** - More Palestinians, particularly those in vulnerable, underserved and un-served communities, benefit from the enhancement of infrastructure, including, roads, water and sanitation, energy and housing, within national urban development and land resource management
The United Nations in Palestine

Vision
That all people can fully enjoy human rights, peace, prosperity, freedom and dignity in an independent and viable State of Palestine, living side by side with Israel in peace and security.

Mission Statement
- To promote the two-state solution, based on relevant Security Council resolutions, the Madrid principles, the Road Map, existing agreements between the parties, and the Arab Peace Initiative. We will combine our influence, resources and legitimacy to ensure the resolution of all permanent status issues as part of the two-state solution.
- To strengthen the capacity and resilience of people and institutions in government, civil society and the private sector, in pursuit of the statehood agenda and sustainable human development for all people in Palestine, within the framework of respect for the rule of law and human rights.
- To ensure everyone has freedom of movement, access to and control over natural resources, promoting equitable access to and provision of quality services without discrimination and supporting vulnerable populations in need through humanitarian action.
- To conduct our work in a rights-based, transparent, accountable, effective, and coordinated manner in full respect for the individual, building on the comparative advantages of the UN. We will strive to ensure coherence in terms of our humanitarian, development and political work.

Basic Facts about Palestine
- Population in mid-2012 (million people): West Bank 2.65 | Gaza 1.64
- Palestine refugees in 2013 (million people): West Bank 0.9 | Gaza 1.3
- Gross domestic product (GDP) is highly volatile.
- Nominal GDP per capita (US dollar): West Bank $5,137 | Gaza $1,565
- Human Development (HD) is categorized "medium"
- Rank in HD index (out of 186): 110 (in 2012)

Peace, prosperity, actions and solutions in government, civil society and the public are needed to address the challenges facing Palestine. The UN has a long history of working with the Palestinian people over the decades.

Political Engagement
On behalf of the UN Secretary-General, the UN Special Coordinator leads the UN system in all political and diplomatic efforts related to the Arab-Israeli conflict and the Middle East peace process. Since 2002, this has included acting as the Secretary-General's Envoy in the Middle East Quartet, which comprises the United Nations, the United States, the European Union and Russia. The Office of the Special Coordinator, UNSCO, is also mandated to support the humanitarian and development work of UN agencies, funds and programmes in Palestine.

A peaceful and sustainable solution to the Israeli-Palestinian conflict in line with the vision of two States – Israel and Palestine – requires the resolution of all ‘permanent status’ issues: Jerusalem, borders, refugees, settlements, water and security. The UN is expanding all efforts to achieve this through:
- Promoting a negotiated permanent status agreement between Israel and the Palestine Liberation Organisation (PLO).
- Securing the implementation of commitments by Israel and the PLO on the ground.
- Empowering the Palestinian people to fully realize their right to self-determination and develop the social, economic and institutional basis of Palestine to promote human development, including growth with equity, human rights, gender equality, good governance and the rule of law.
- Contributing to preventing violence and support conflict management.

Development Cooperation
Context
Furthering human development in Palestine is challenging given the ongoing Israeli occupation, as well as Palestinian political divisions between the West Bank and Gaza. While important progress has been made in advancing the Millennium Development Goals and in building the capacity of Palestinian institutions, substantial challenges remain in relation to generating jobs especially for Palestinian youth, reducing poverty, promoting human rights and gender equality, improving the quality of health and education, strengthening social protection, and addressing land, urban and environmental issues.

Strategy
In an effort to promote human security and human development in Palestine, the UN has worked to strengthen the capacity and resilience of people and communities and focused particular efforts on Palestinian state-building. UN agencies continue to implement the Medium-Term Response Plan, 2011-2013, whose objectives are in line with the Palestinian National Development Plan. Together with the PA, the UN has developed the first-ever UN Development Assistance Framework (UNDAF), for 2014 to 2016, in line with the next Palestinian National Development Plan. The UNDAF presents an opportunity to achieve human development outcomes that are grounded firmly in international human rights law, helping Palestinians including refugees achieve freedom from want, freedom from fear, and freedom to live in dignity. The UNDAF focuses on the following priorities:
1. Economic empowerment, livelihoods, decent work and food security.
2. Governance, rule of law, justice, and human rights.
3. Education, health, social protection, and urban development.
4. Natural resource management and infrastructure.

The UNDAF contains a clear results matrix so that achievements can be monitored and evaluated.

Funding
In line with the principles of aid effectiveness, UN agencies, funds and programmes regularly update information on their development activities in the Ministry of Planning’s aid coordination database at http://darp.pna.ps. The UNDAF is funded bilaterally or via the UN Inter-Agency Framework Fund. A trust fund which is jointly managed by the Palestinian Authority and the UN http://ifmp.undp.org/factsheet/fund/PS100.

Key Documents
- Twice-yearly UN reports to the Ad Hoc Liaison Committee with www.pnpa.ps.
- Socio-economic reports www.unesco.org.

Humanitarian Response
Context
The ongoing occupation and recurrent hostilities, compounded by internal Palestinian political divisions, continue to drive high levels of vulnerability among many Palestinians in Gaza and in the West Bank, including East Jerusalem. Violations of international human rights and humanitarian law generate humanitarian needs and undermine the ability of Palestinians including refugees to live normal, self-sustaining lives. Palestinians in the West Bank are subject to a range of restrictions on their mobility, access to land and resources and their ability to develop their communities, which is undermining their livelihoods and access to basic services and placing many families at risk of displacement. Many communities in the West Bank are also at risk of violence and harassment by settlers who are present in the West Bank in violation of international humanitarian law. In Gaza, Palestinian civilians including refugees are exposed to violence, particularly relating to recurrent hostilities and face severe restrictions on their free movement as well as on the import and export of goods due to the closure. Cumulatively, these restrictions undermine access for some of the most vulnerable families to adequate shelter and basic services and have eroded livelihood opportunities.

Strategy
Israel, as the occupying power, is obliged under international humanitarian and human rights law to protect the Palestinian civilian population and ensure that their basic needs are met. Given the continuing high levels of humanitarian needs, humanitarian organizations, including UN agencies and partners, are undertaking activities aimed at ensuring the provision of essential supplies and services to the most vulnerable communities. The scale of needs requires a coordinated effort among all relevant actors, which is articulated in the Consolidated Appeal (CAP) 2013. This strategy and plan of action identifies the priorities as improving the protection environment for Palestinian communities most at risk, including improving their access to basic services, and tackling the high levels of food insecurity. The most vulnerable Palestinian communities are those residing in areas where the Government has been least able to extend its control, i.e. Gaza, and Area C, the Seam Zone and East Jerusalem in the West Bank.

Funding
The CAP brings a range of humanitarian, developmental actors together to jointly assess needs and plan, implement and monitor the response. This strategy and action plan is also used to mobilise resources. The CAP is complemented by the Emergency Response Fund (ERF) and the Central Emergency Response Fund (CERF). Regularly updated information on humanitarian needs and funding levels is available at www.ocha.org.

Key Documents
- Regular and special-focus reports on the humanitarian situation www.ocha.org.

UN Agencies working in Palestine
Food and Agriculture Organization (FAO) www.fao.org
International Labour Organization (ILO) www.ilo.org
UN Office for the Coordination of Humanitarian Affairs (OCHA) www.ocha.org
Office of the High Commissioner for Human Rights (OHCHR) www.ohchr.org
UN Conference on Trade and Development (UNCTAD) www.unctad.org/palestine
UN Development Programme (UNDP) www.undp.org
UN Department of Safety and Security (UNDOSS) ds.un.org
UN Environment Programme (UNEP) www.unep.org
UN Educational, Scientific and Cultural Organization (UNESCO) www.unesco.org
UN Economic and Social Commission for Western Asia (UN-ECSWA) www.ecswa.un.org
UN Population Fund (UNFPA) www.unfpa.org
UN Human Settlements Programme (UN-Habitat) www.unhabitat.org
UN Children’s Fund (UNICEF) www.unicef.org/apgt
UN Industrial Development Organization (UNIDO) www.unido.org/arabstates
UN Mine Action Service (UNMAS) www.mineaction.org
UN Office on Drugs and Crime (UNODC) www.unodc.org
UN Office for Project Services (UNOPS) www.unops.org
UN Register of Damages (UNROD) www.unrod.org
UN Relief and Works Agency (UNRWA) www.unrwa.org
Office of the UN Special Coordinator for the Middle East Peace Process (UNSCO) www.unsco.org
UN Truce Supervision Organization (UNTSO) untso.unmissions.org
UN Volunteer Program (UNV) www.unv.org
UN Women www.unwomen.org
World Food Programme (WFP) www.wfp.org
World Health Organization (WHO) www.who.int

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