



Palestinian Programme Framework 2023-2025

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I. UNDP within the UN Cooperation Framework

1. The prospects for sustainable development and achieving the Sustainable Development Goals (SDGs) in the occupied Palestinian territory (oPt) are profoundly influenced and challenged by over five decades of Israeli occupation, the ongoing blockade on the Gaza Strip and recurrent escalations of hostilities, as well as by the enduring intra-Palestinian political divide.
2. The **Vulnerability Assessment Framework (VAF) of the Multi-sectoral Needs Assessment (MSNA)** carried out in 2021/2022 highlighted that virtually all Palestinian households in the oPt are vulnerable to some extent, with 95% of households being affected by at least one dimensional vulnerability and 81% of households reporting vulnerability across at least two different dimensions¹ (e.g., education and WASH; health and employment). As outlined in the UN Common Country Analysis (CCA)², several social groups in particular are facing multidimensional, intersecting, and overlapping vulnerabilities, including women and girls, children and youth, the elderly, persons with disabilities, LGBTQI+ persons, marginalized communities, refugees, and residents of Area C, H2, the Seam Zone, East Jerusalem, and the Gaza Strip. Addressing the multidimensional and intersecting vulnerabilities affecting these groups is crucial to ensure leaving no one behind.
3. Widespread multidimensional vulnerabilities across the oPt are compounded by location-specific challenges and barriers to sustainable development, particularly in East Jerusalem, Area C, H2 and the Gaza Strip. In East Jerusalem, where the Palestinian Authority lacks jurisdiction and ability to provide essential services, Palestinians are faced with deteriorating socioeconomic conditions. Nearly three quarters of all Palestinian households in East Jerusalem live below the Israeli national poverty line, as compared to 23% of Israelis in West Jerusalem³. Palestinians in East Jerusalem, as well as in Area C and H2, are also faced with discriminatory urban planning, continued settlement expansion and settler violence, forced displacement and demolitions⁴ of Palestinian structures (housing and basic services facilities). Moreover, the ongoing blockade coupled with the recurrent escalations of hostilities have led to dire socioeconomic conditions for the over 2 million Palestinians living in the Gaza Strip.
4. Poverty, rising unemployment and constrained access to quality services continue to hinder human development prospects for the Palestinian people across the oPt. According to the Multidimensional Poverty Profile for Palestine⁵, the overall multidimensional poverty incidence in 2016/2017 amounted to 24%⁶. According to the latest Global Multidimensional Poverty Index⁷, the MPI value for the State of Palestine was 0.002 in 2019/2020, with about 0.6% of the total population in multidimensional poverty. Projections by the World Bank based on GDP per capita growth indicate that the poverty rate has been constantly increasing since 2016, reaching 28.9% in 2020⁸.
5. The unemployment rate among labour force participants in the oPt reached 26% in 2021, with significant gender discrepancies as female unemployment rate reached 43% as compared to 22% for men⁹. The burden of unpaid care work disproportionately affecting women, as well as deeply rooted

¹ The MSNA Vulnerability Assessment Framework (VAF) identifies eight key dimensions of vulnerability affecting households across the oPt, namely education; employment; food security; health; monetary resources; protection; shelter / housing; and WASH. Findings from the MSNA VAF are available at the following online dashboard: <https://reach-info.org/opt/msna/vulnerabilities/>

² UNSCO (2022). UN Common Country Analysis. Available at: <https://palestine.un.org/en/200011-united-nations-common-country-analysis-occupied-palestinian-territory>

³ MAS (2019) *East Jerusalem's Economic Cluster Report* .

⁴ Between January and October 2022, over 100 Palestinian structures have been demolished in East Jerusalem, and over 550 in Area C. Source: OCHA, Demolitions Database, available here: <https://www.ochaopt.org/data/demolition>

⁵ The Multidimensional Poverty Profile for Palestine considers two key dimensions: economic well-being and social well-being. The economic well-being is captured by one dimension (Monetary Resources) with one indicator (National monetary poverty line). The social well-being component includes 21 indicators grouped into 6 areas: education (4 indicators); health (4 indicators); employment (4 indicators); housing conditions & access to services (4 indicators); safety and use of assets (3 indicators); and personal freedom (2 indicators).

⁶ PCBS (2020). Multidimensional Poverty Profile in Palestine. Available at: <https://mppn.org/multidimensional-poverty-profile-in-palestine/>

⁷ UNDP (United Nations Development Programme), OPHI (Oxford Poverty and Human Development Initiative). 2022. 2022 Global Multidimensional Poverty Index (MPI): Unpacking deprivation bundles to reduce multidimensional poverty. New York. Available at: <https://hdr.undp.org/content/2022-global-multidimensional-poverty-index-mpi#indicies/MPI>

⁸ World Bank (2021). Economic Monitoring Report to the Ad Hoc Liaison Committee - 17 November 2021.

⁹ PCBS (2022). Palestinian Labour Force Survey Annual Report: 2021.

patriarchal social norms and gender roles, are amongst the key factors hindering women's access to the labor market and full participation in economic life. The cycle of de-development and economic decline in the Gaza Strip as a result of the protracted blockade and recurrent hostilities translates into constantly higher unemployment rates, reaching 47% in 2021 (as compared to 16% in the West Bank). Youth unemployment also remains high, particularly for skilled and educated graduates¹⁰, indicating a mismatch between the higher education system and the labor market needs. Youth unemployment disproportionately affects young women (aged 25 – 34), reaching 40% in the West Bank and 77% in the Gaza Strip – as compared to significantly lower unemployment rate amongst male youth in the same age range, with 11.5% in the West Bank and 49% in the Gaza Strip¹¹.

6. Governance in the oPt is inevitably impacted by the Israeli occupation and the intra-Palestinian political divide, as well as by the resulting territorial, political and jurisdictional fragmentation. All of these factors, together with the practical limitations on the control the Palestinian Authority (PA) can exercise, means that the location where people live also heavily determines the extent to which the State of Palestine can fulfill its human rights obligations, including delivery of basic services, access to justice, and protection of vulnerable groups at risk of being left behind. A protracted transparency, accountability and democratic deficit, coupled with a shrinking civic space, also hinders progress towards building an inclusive and democratic Palestinian governance system, based on the principles of human rights and the rule of law. As of 2021, the proportion of population who believe decision-making in the State of Palestine is inclusive and responsive reached only 33.5%¹². Gender inequalities still persist in the governance and rule of law spheres, where legislative frameworks that discriminate against women and girls remain in place and gender-responsive reform efforts are often stalled¹³. When it comes to political participation and equal opportunities for leadership at all levels of decision-making in political and public life, women remain underrepresented. For instance, women represent only 11.5% of Cabinet members (i.e., 3 female Ministers, compared to 23 male Ministers) and only 1% of Heads of Local Councils.¹⁴
7. Access to and control over natural resources across the oPt is constrained by the limitations resulting from the occupation. Poor water quality, as well as inadequate wastewater and solid waste management, are issues of major concern across the oPt, negatively impacting not only the environment but also the health and well-being of the Palestinian people. Only 39.5% of households in the oPt have access to safely managed drinking water services¹⁵, with striking regional disparities as this rate drops to 4% in the Gaza Strip compared to 66.2% in the West Bank¹⁶. Solid waste management also constitutes a major issue, impacted by several challenges – including lack of comprehensive legislation encouraging and enforcing recycling and reuse, limited equipment and infrastructure, lack of public awareness, as well as challenges directly resulting from the occupation. Although being responsible for only 0.01% of global emissions, Palestine is highly vulnerable to climate change impact. Thus, enhancing national and local capacities for climate change adaptation is of paramount importance. Moreover, gender inequalities are also evident in the access to and control over natural resources, particularly land. Palestinian women have limited access to and ownership of land and agricultural assets, as a result of patriarchal social norms, discriminatory customs and practices¹⁷. For example, according to the last Agricultural Census undertaken in 2010, women-owned holdings accounted for only 6.8% of all agricultural holdings across the oPt¹⁸.

¹⁰ According to PCBS Labor Force Survey 2021, the unemployment rate among youth (19-29) holding an intermediate diploma or higher reached 53%, with significant gender discrepancies as this unemployment rate reached 66% for female graduates as compared to 39% for male graduates.

¹¹ PCBS (2022). Palestinian Labour Force Survey Annual Report: 2021.

¹² PCBS. Online database of SDGs indicators. Indicator 16.7.2.3. Available at: <https://www.pcbs.gov.ps/SDGs.aspx?pageId=16>

¹³ UNSCO (2022). UN Common Country Analysis. Available at: <https://palestine.un.org/en/200011-united-nations-common-country-analysis-occupied-palestinian-territory>

¹⁴ PCBS (2022). Women and Men in Palestine Issues and Statistics, 2022. Available at: https://www.pcbs.gov.ps/pcbs_2012/Publications.aspx

¹⁵ As per SDG Indicator 6.1.1, the proportion of population using safely managed drinking water services is defined as the proportion of population using improved drinking water sources accessible on premises, available when needed and free from contamination.

¹⁶ UNSCO (2022). UN Common Country Analysis. Available at: <https://palestine.un.org/en/200011-united-nations-common-country-analysis-occupied-palestinian-territory>

¹⁷ FAO (2021). Country Gender Assessment of the agriculture and rural sector – Palestine. Rome. <https://doi.org/10.4060/cb4824en>

¹⁸ PCBS (2012). Agricultural Census 2010 Final Results. Available at: https://www.pcbs.gov.ps/pcbs_2012/Publications.aspx?catid=41

8. Against this backdrop, the **Palestinian national vision** towards sustainable development is anchored within the “2017-22 National Policy Agenda: Putting Citizens First”, as well as in the “National Development Plan: Resilience, Disengagement, and Cluster Development towards Independence (2021-2023)”¹⁹. Aligned with the national priorities as well as national commitment towards the 2030 Agenda for Sustainable Development, the **United Nations Sustainable Development Cooperation Framework (UNSDCF) 2022 – 2025** in the State of Palestine sets out a vision to improve Palestinians’ opportunities to prosper and realise their full potential and human rights in a cohesive, democratic, and inclusive society, through progressive achievement of the SDGs.
9. In alignment with the Palestinian national development priorities, UNDP’s Programme of Assistance to the Palestinian People (UNDP/PAPP) sets out its vision and strategic programmatic direction for the coming three years within this **Palestinian Programme Framework (PPF) 2023 – 2025**.²⁰ It is fully aligned with and aims to actively contribute to the four key outcomes outlined in the UNSDCF: i) *Palestinians have greater access to economic opportunities that are inclusive, resilient, and sustainable, including decent employment and livelihoods opportunities in an empowered private sector*; ii) *Palestinians, including the most vulnerable, have equal access to sustainable, inclusive, gender responsive and quality social services, social protection, and affordable utilities*; iii) *Palestinian governance institutions, processes, and mechanisms at all levels are more democratic, rights-based, inclusive, and accountable* (under UNDP-OHCHR joint leadership); iv) *Palestinians have better access to and management of natural and cultural resources, higher resilience, and adaptation to climate change and more sustainable food systems*.
10. Aligned with the Palestinian national development priorities and the UNSDCF, the UNDP/PAPP Palestinian Programmatic Framework (PPF) sets out a **vision of “a world in which all Palestinians can enjoy a dignified life and fulfil their own vision of a unified, peaceful and free society”**. UNDP/PAPP’s vision and programmatic priorities are centered around the concept of **Transformative Resilience** which moves beyond the narrative of *sumud* (steadfastness) in the face of the occupation, and defines three key elements: a cohesive Palestinian identity, self-reliance, and ownership and leadership.



¹⁹ The Palestinian Authority is planning to commence a new planning cycle in 2023, and UNDP/PAPP is supporting this process. Once finalised, the PPF will be reviewed to ensure alignment with the new national plan.

²⁰ Consultations with key stakeholders including national governmental counterparts, international and local civil society, private sector and donor partners took place in conjunction with the engagement around the UNSDCF and the PPF Evaluation.

11. Over the next three years, UNDP/PAPP will build on its experiences and achievements from its previous programmatic framework to make critical contributions to the priorities defined by the UNSDCF and the Palestinian national development plans, in the three programmatic areas: i) *democratic governance and quality services*; ii) *inclusive economic opportunities*; iii) *sustainable natural resources management*.
12. UNDP/PAPP will strive to continuously improve its programmatic approach and interventions, taking into consideration lessons learnt and recommendations from relevant evaluations. Based on the PPF 2018-2022 Evaluation conducted by the Independent Evaluation Office (IEO), UNDP/PAPP will further strengthen its work on governance at the local level, continue its efforts to apply a more strategic and coherent approach for renewable energy interventions, as well as accelerate its investment in piloting and developing feasible models for income generation and employment at scale.
13. Leveraging UNDP's broad socio-economic mandate and comparative advantage as 'convener' and 'integrator', UNDP/PAPP will continue to join efforts with all relevant development partners in the oPt and promote multi-stakeholder dialogue and partnerships, to progress towards sustainable development and strengthen the Transformative Resilience of the Palestinian people. This includes partnerships with government partners and donors, civil society, academia and the private sector, as well as close coordination and collaboration with other UN agencies under the framework of the UNSDCF, including through UN Joint Programmes (e.g. Sawasya Joint Programme).
14. UNDP/PAPP will work with the UN Resident Coordinator's Office (RCO) and UN agencies to advance the operationalization of the Humanitarian-Development-Peace (HDP) Nexus approach in the oPt, with a view to reduce future humanitarian needs, accelerate development, and build peace for the Palestinian people. This includes further promoting and advancing the use of joint data and analysis to inform the plans and strategies of the United Nations Country Team (UNCT) and the Humanitarian Country Team (HCT). The Multi-Sectoral Needs Assessment (MSNA) supported by UNDP and undertaken in 2021 and 2022 have fed into the UN Common Country Analysis (CCA) as well as the Humanitarian Needs Overview (HNO) informing the UNSDCF and Humanitarian Response Plan (HRP).

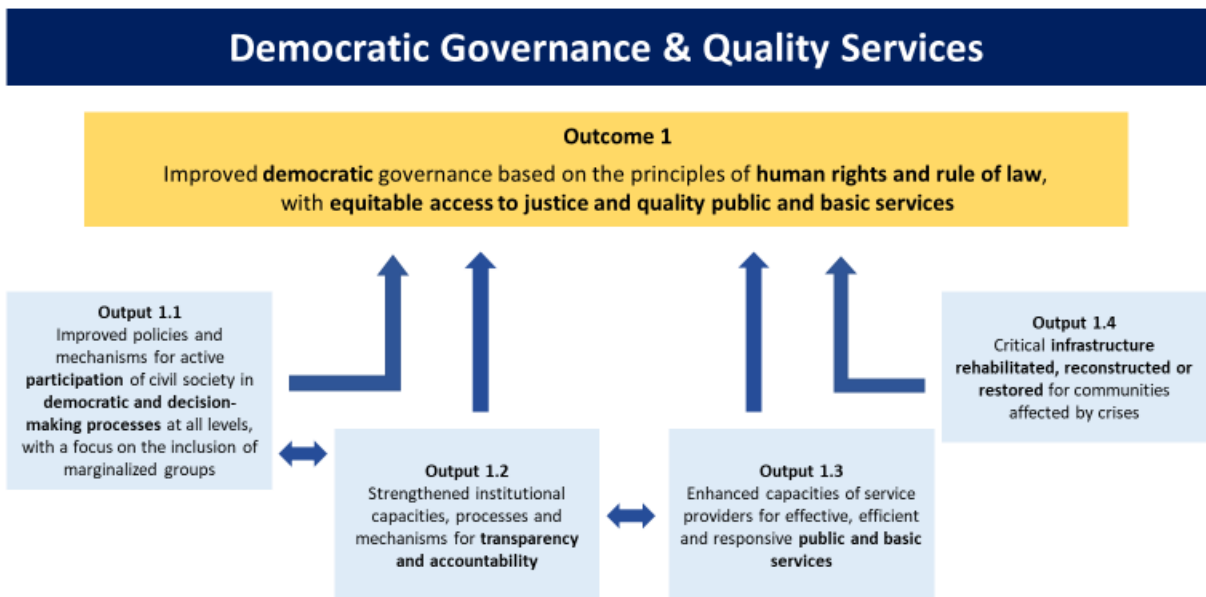
II. Programme Priorities

15. UNDP/PAPP's vision, embedded in this PPF, is that of "*a world in which all Palestinians can enjoy a dignified life and fulfil their own vision of a unified, peaceful and free society*". With this vision in mind, UNDP/PAPP will strive to contribute to the impact level change of Transformative Resilience of the Palestinian people: "*strengthened socio-economic resilience of the Palestinian people, including greater self-reliance, enhanced ownership and leadership, and cohesive identity*".²¹
16. Over the next three years, UNDP/PAPP will focus on three key programmatic priorities (Outcomes), namely i) ***Democratic Governance and Quality Services***; ii) ***Inclusive Economic Opportunities***; iii) ***Sustainable Natural Resources Management***.²²
17. **UNDP's Strategic Plan 2022 – 2025** identifies three directions of change (structural transformation, leaving no one behind, and building resilience, as well as six signature solutions (poverty and inequality, governance, resilience, environment, energy, and gender equality), and three enablers (digitalisation, strategic innovation, and development financing). These elements are firmly embedded into the programmatic priorities and the approach articulated in the PPF.
18. The **three PPF outcomes** contributing to the above-mentioned impact are: i) Improved democratic governance based on the principles of human rights and rule of law, with equitable access to justice and quality public and basic services; ii) Improved equitable access to economic opportunities, including decent jobs and sustainable livelihoods; iii) Improved climate-resilient management of and equitable access to natural resources, including renewable energy.

²¹ Annex ii. Vision and Impact

²² Annex iii. Programme Priorities

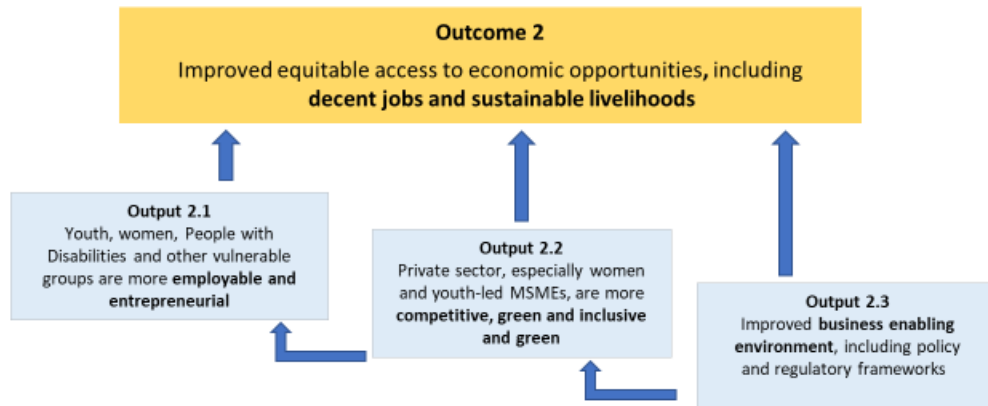
19. Under the **Democratic Governance and Quality Services** portfolio (SDGs 1, 2, 3, 4, 5, 9, 10, 11, 16, 17), UNDP/PAPP aims to contribute to and foster progress towards improved democratic governance based on the principles of human rights and rule of law, with equitable access to justice and quality public and basic services. While many UN agencies, CSOs and other actors are engaged in basic services delivery, relatively few are as trusted by partners in the area of democratic governance and have been requested by national counterparts to take a leading role in this area – including in the National Reform agenda.
20. With a key focus on institutional capacity development, UNDP/PAPP’s interventions in this area address issues of public trust and aim to (re)build confidence in government services, improve government transparency and accountability, enhance public resources management, and strengthen the rule of law and equitable access to justice. Interventions to support national and local inclusive democratic processes (including elections) complement projects that protect civic space and enhance the capacities of a wide array of civil society organisations, fostering a sense of Palestinian identity and strengthening social cohesion. Youth engagement in democratic processes and civic activities, including through volunteerism, will be critical to bring about change. Efforts to strengthen transparency and accountability of institutions and processes also serve to improve the relevance, effectiveness and efficiency of public and basic services at the national and local levels.
21. UNDP/PAPP’s programmatic interventions in this area also contribute to improving the quality, inclusivity and accessibility of services for the most vulnerable individuals and communities, through construction, reconstruction, or rehabilitation of facilities such as schools, hospitals, and public buildings. Specific needs of women/girls and persons with disabilities will be taken into consideration, including engaging them in the design as well as implementation of the interventions. Institutional capacity development and policy level support focus on public and essential services in critical areas such as justice, education, and health, to enhance the effectiveness, reliability and sustainability of such services. Early recovery efforts in the aftermath of hostilities also include the rehabilitation and reconstruction of houses (prioritising female-headed households and those with people with disabilities), hospitals and schools, with a view of rapidly re-establishing a safe environment for people to be able to resume their lives. These interventions also contribute to greater community engagement and stronger social cohesion.



Assumptions, Risks, Partnerships, Synergies	
<p>Assumptions</p> <ul style="list-style-type: none"> • Political will for reform and appetite of institutions across national and local levels to adopt institutional changes, new / improved mechanisms and processes • National Reform Committee assigned by the President is committed to deliver on improving governance environment • Political will and commitment to align with and adopt international human rights standards and instruments • Political will and government appetite for creating/fostering spaces for dialogue with civil society and citizens • Continued interest and support from the international community – including financial support – channeled towards improved governance and basic services • Citizens, including youth, women, PWDs and marginalized communities, are willing to mobilize for civic engagement and political participation 	<p>Risks</p> <ul style="list-style-type: none"> • Changes in government negatively affect the political will for reform • Failure to hold legislative and presidential elections further erode legitimacy of the government • Public disenchantment and lack of trust in government remains increases, negatively affecting already limited political participation • Further decrease in fiscal sustainability of gov/public institutions limiting capacity and willingness to invest in and sustain provision and quality of public services • Further territorial fragmentation which prevents marginalized communities to access basic • Persisting discriminatory social norms and legislative frameworks continue to hinder progress towards achieving gender equality in political participation and representation, as well as equal opportunities for leadership in decision-making and democratic processes
<p>Partnerships</p> <ul style="list-style-type: none"> • Public institutions across national and local levels (incl. relevant Ministries, LGUs, PACC, etc.) • UN agencies, including UNICEF, UN Women, UNRWA, OHCHR, etc. • CSOs (incl. international and local NGOs), Think Tanks, Academia, Media Establishments • International community and other UN agencies • Private sector • UNDP Resources, such as Oslo, Singapore, HQ, and RBAS 	<p>Synergies with other Priority Areas</p> <ul style="list-style-type: none"> • Advocate for and support the development of improved regulatory frameworks, incentives and overall enabling environment supporting environmental sustainability and inclusive economic development • Improved access to quality basic and social services (through improved institutional capacities and infrastructure) contribute to decent livelihoods and inclusive economic opportunities • Provision of quality basic services such as education, including TVET, contributes positively to the education-employment nexus through skills enhancement of young people.

22. Through its **Inclusive Economic Opportunities** portfolio (SDGs 1, 2, 5, 8, 9, 10, 12, 17), UNDP/PAPP aims to contribute to improved equitable access to economic opportunities through complementary and mutually reinforcing programmatic interventions across three key levels – individual skills and employability, private sector development (with a key focus on MSMEs), and enabling business environment. UNDP/PAPP’s strength in this area is its comprehensive systems approach and ability to connect government, public entities (e.g. TVET commission), private sector, and research institutions.
23. Programmatic interventions focus on enhancing the employability of women, youth, people with disabilities and other vulnerable groups by enabling access to market-relevant skilling, upskilling and re-skilling including vocational training particularly for youth, which will improve access to job opportunities. UNDP/PAPP will aim to address structural barriers for women and disabled to enter and stay in the job market, including unpaid carework and gender biases as well as stigma. Interventions under this portfolio also actively support micro-small, medium enterprises (MSMEs) and start-ups to become more competitive, inclusive and green. This is complemented by programmatic and policy support interventions that aim to foster a conducive and inclusive business enabling environment for entrepreneurship, MSMEs and private sector development across the oPt.
24. Based on the results achieved and lessons learned from the previous PPF cycle, including learnings and recommendations from the evaluation of its cash for work programming in the Gaza Strip, UNDP/PAPP interventions recognise the critical need for short-term jobs creation in the public sector, as well as the importance of facilitating transition to longer-term employment in the private sector, including through market-relevant skilling and on-the-job training opportunities, as well as MSMEs support. The latter includes supporting businesses’ recovery from crises such as the COVID19 pandemic or hostilities, and increasing competitiveness and building resilience by adapting business models (e.g. new services/new mode of delivery, greening products and practices) and integrating inclusivity and sustainability measures. Supporting the adoption of innovative approaches and incubating new businesses, as well as fostering the development of an integrated ecosystem for innovation and entrepreneurship, are also key elements of UNDP/PAPP’s portfolio on Inclusive Economic Opportunities. This includes interventions that actively promote inter-linkages between Palestinian higher education institutions, entrepreneurship support organisations and the private sector. Creating an enabling environment for MSMEs (particularly women-led) to access technical and financial services embedded into national schemes, and connecting MSMEs to existing and larger-scale financing opportunities (de-risking investments) allow for greater scalability and sustainability.

Inclusive Economic Opportunities

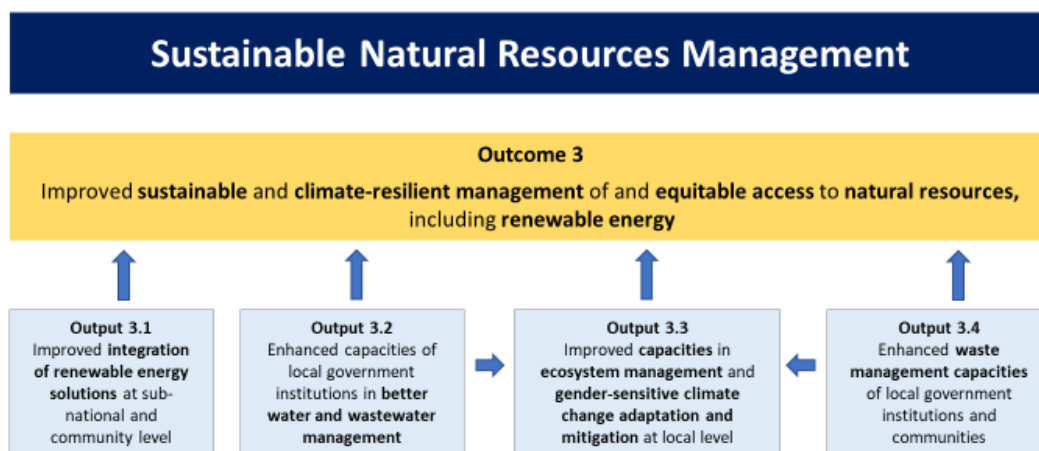


Assumptions, Risks, Partnerships, Synergies	
<p>Assumptions</p> <ul style="list-style-type: none"> Youth and women are willing to join skill development programmes and pursue non-traditional vocational and technical careers. Higher education institutions are willing to adapt their educational programs to align with private sector needs Private sector is willing to adapt their business models, practices and behavior to achieve economies of scale, efficiencies and innovation Private sector is willing to adapt and invest in becoming greener and more inclusive Private sector is committed to adopt new employment strategies to retain and attract skilled workers and improve working conditions Local and national actors including government, private sector representative groups are willing to adopt organizational and institutional change and reform. Evidence-based data is available International community continues to support economic development initiatives in the State of Palestine in-line with the National Policy Agenda 	<p>Risks</p> <ul style="list-style-type: none"> Hostilities resulting in destruction and damages of economic entities. Further decrease in fiscal sustainability of gov/public institutions resulting in lack of capacity and willing to invest key service sectors and lack of leadership for change Palestinian access to markets is obstructed by Israel's interventions and policies to maintain economic dependency. Lack of clarity and agreement between key actors on the mandate and role of the public and private sector and civil society in economic development. Persisting discriminatory social norms and gender roles, as well as legislative and policy frameworks, continue to hinder women's equal access to economic opportunities
<p>Partnerships</p> <ul style="list-style-type: none"> UN and international development Agencies: World Bank, GIZ, Oxfam, ILO, UN Women, UNIDO, FAO, ITC, UNCTAD, etc. Government institutions: PMO, MoF, MoHE, MoNE, MoL, MoA, MoSD, MoEE. Semi-governmental institutions including IPIEA, PMA, PIF, PEFSP, etc. Universities, technical and vocational schools and centers Private sector support organizations: FPCCIA, PFI-including sub-unions, BWF, BMF, business clusters, PALTRADE, Banks Association, etc. Business incubators, accelerators and well-established social enterprises Large private sector entities, Banks, telecommunication companies, etc. Diaspora: including businesses and relevant consortiums and organizations Local and International NGOs/CSOs Workers' unions and syndicates 	<p>Synergies with other priority areas</p> <ul style="list-style-type: none"> Supporting integration of green solution in business operation green, e.g. circular/ value-based economy and renewable energy Support Public and Private Sector Partnerships to revitalize Palestinian cultural heritage and promote Palestinian identity through value-based products and services. Green jobs promotion Strengthen policy development and implementation processes to improve business enabling environment and protect labour rights Enhance the capacities of public institutions to tailor their services and procedures to benefit/ be responsive to marginalized segments of the economy (youth, women and informal/home-based businesses) Enhance public service-delivery through job placement initiatives

25. UNDP/PAPP's portfolio in the area of **Sustainable Natural Resources Management** (SDGs 1, 5, 6, 7, 10, 11, 12, 13, 14, 15, 17) aims to contribute towards improved climate-resilient management of and equitable access to natural resources, including renewable energy. The focus will be on communities that are unable to access these resources due to their geographical location, political or security constraints. Moreover, women and children who are experiencing a disproportionate impact of poor water and sanitation will benefit. UNDP/PAPP has been recognised to provide technical leadership in the area of sustainable natural resources management, and has taken the approach of integrating and embedding environmental sustainability across its programming.
26. Through a focus on institutional capacity development at the local level (including but not limited to infrastructure), programmatic interventions under this portfolio address challenges related to the protection of, access to, and use of land and water resources, as well as the promotion of renewable energy. Wastewater treatment plants and sewage systems are constructed, installed or improved to ensure the protection of the environment, and better ways of monitoring the efficiency of water supply and use in water-scarce areas are being tested and scaled-up. Programmatic interventions focused on

solid waste management (including medical and other hazardous waste) involve the provision/installation of environmentally sustainable systems and infrastructure, complemented by technical training of operators, establishment of institutional arrangements and capacity development, and development of policies and regulations.

27. Under this portfolio, UNDP/PAPP interventions also aim to rehabilitate wetlands to bring back the local flora and fauna, as part of ecosystem management and gender-sensitive climate change adaptation and mitigation measures. In order to reduce operational costs, improve reliable and affordable energy supply, and mitigate climate change, solar energy systems are integrated into many of the public infrastructure and facilities supported, such as health, education, wastewater treatment plants, and industrial facilities. This will particularly benefit disadvantaged communities in the Gaza Strip, which are facing an energy crisis. UNDP/PAPP will also continue to explore, pilot and ultimately scale-up renewable energy models (including through Public-Private Partnerships) for municipalities, refugee camps, markets, and educational/health facilities, with an end view to contribute to the renewable energy transition across the oPt. Efforts towards strengthening public awareness on environmental sustainability, as well as fostering behavioral change, will be integrated across relevant programmatic interventions.



Assumptions, Risks, Partnerships, Synergies	
<p>Assumptions</p> <ul style="list-style-type: none"> • Palestinian institutions willing to invest in addressing climate changes in their annual budget and workplan, and support of transitioning towards renewable energy, including operational maintenance • Governance functions continue to be administered by the Palestinian Authority • Targeted communities, especially farmers, are open for testing and investing new approaches • Palestinians and Israelis are willing to advance the discussions on the management of transboundary issues (e.g., e-waste, solid waste, water) • Private sector has the capacity to invest in new more environmentally friendly solutions • Private and public sector and academia is willing and interested in working together • External funding to climate resilience continues and preferably scaled up by donor agencies • No deterioration in the level of sovereignty over natural resources 	<p>Risks</p> <ul style="list-style-type: none"> • Lack of interest among donors in scaling-up key priorities (for instance if results are long-term) • Lack of PA commitment to invest, engage and/or support sustainability of interventions • Continued involvement of the lack of legitimate legislation and separation of powers causing delays in introducing and enforcing new policies and regulations towards greener and more climate friendly solutions at all levels • Land expropriation/Insecure property rights; weak land tenure security, Discriminatory planning and zoning • Gender inequalities in access to and control over natural resources are perpetuated
<p>Partnerships</p> <ul style="list-style-type: none"> • Renewable Energy: PENRA, MoH, MoE, distribution companies, service providers • Water: PWA and service providers • Agriculture: MoA, CSOs/NGOs (e.g., PARC, MA'AN, ESDC), Unions and PADRRIF • Hazards waste management: MoLG, Joint Service Council • Cross-cutting: LGUs, other UN and development Agencies (e.g., FAO, UN Women, UN Habitat, etc.), EQA, academia, private sector 	<p>Synergies with other priority areas</p> <ul style="list-style-type: none"> • Capacity build institutions to enforce and incentivize regulations and standards to protect ecosystems goods and service • Enhance systems to provide better services (water supply, electricity and energy, sanitation) and indirectly other services such as health and education through the provision of clean and affordable energy • Contribute to the creation of green job opportunities and more productive sectors (energy, agriculture, waste management, eco-tourism)

28. Many of UNDP's interventions contribute to Transformative Resilience by addressing multiple priorities simultaneously, which reinforce positive impact. For example, interventions to create short-term dignified jobs in health facilities allow those who are unemployed to earn a temporary income, while providing much needed essential services to the most vulnerable. Solid waste (including medical / hazardous waste) and wastewater management projects integrate environmentally friendly measures that reduce running costs, including the installation of solar energy systems to operate facilities that provide basic services. This approach reduces public health risks, improves financial sustainability, while contributing to climate change mitigation. Projects that are seemingly environment-oriented such as wetlands rehabilitation provide income-generation opportunities for entrepreneurs, as well as a safe space for women and children as well as the community in general to restore their mental health. Community infrastructure projects include rehabilitation of cultural centres, and some economic revitalisation efforts focus on cultural tourism opportunities, contributing to the preservation of Palestinian identity. Multiple interventions focusing on common groups such as women will be designed to consider synergies across the sectors, such as political and economic participation, as structural barriers are often interlinked. Youth empowerment interventions will be designed equip the youth for future employment and civic leadership, create a sense of agency, increase ownership, and foster greater social cohesion.
29. Across all programmatic priorities, UNDP/PAPP will continue to actively engage relevant partners and stakeholders, and to the extent possible local communities and target groups, in the design of programmatic interventions to ensure their responsiveness to the needs of the people they're meant to support, as well as to foster local ownership and sustainability of development results achieved through such interventions. Beneficiary feedback and complaint mechanisms will also be adopted whenever applicable, to ensure that target groups' feedback, as well as emerging needs and priorities, are identified and to the extent possible addressed in ongoing and/or future programming.
30. The complex reality in the oPt and the intersecting multidimensional vulnerabilities affecting communities, households, and individuals, require a comprehensive, integrated and agile approach to development and resilience programming that goes beyond that sector-focused projects implemented in a siloed manner. Thus, UNDP/PAPP will continue to ensure all programmatic interventions across its three programmatic priorities are increasingly integrating/adopting a **portfolio approach**²³ **based on systems thinking**. This approach is already well underway with the Gaza Economic Resilience portfolio (area-based, economic focus), as well as the emerging East Jerusalem portfolio (area-based, multi-sector) and value-based economy portfolio (national - focus on innovation and experimentation of viable models in partnership with the private sector).
31. In view of strengthening the Transformative Resilience of the Palestinian people, and in light of recurrent escalations of violence and hostilities, UNDP/PAPP will scale up integration of the **HDP Nexus approach** across its programmatic framework. This requires conceptualizing a comprehensive set of interventions along the continuum that simultaneously looks at immediate measures required to ensure that the basic needs of communities and individuals are met (e.g. food, health, water, shelter), as well as medium- and longer-term interventions to strengthen resilience capacities and prevent regression on development gains (e.g., support to agricultural production, strengthening health systems for crisis management, fostering social cohesion). UNDP/PAPP interventions will also contribute to peace-building through measures such as strengthening of social cohesion within and across communities, building trust between the State and citizens, and engaging youth in democratic processes.
32. **Digital transformation** is particularly critical in the context of the oPt, where movement and access to materials and goods are severely restricted. Digital technologies allow Palestinians, regardless of their physical location to be interconnected with each other across the oPt, the region, and globally. It strengthens their ties and reinforces a common identity, as well as allow for the sourcing of solutions towards greater self-reliance. It can improve service delivery and provide opportunity for greater transparency and citizen engagement. It can create greater income generation opportunities for individuals (particularly for women and youth, as well as disabled) and MSMEs through better access to markets beyond the borders. It can also help to monitor better use of the scarce natural resources in

²³ Portfolio approaches are an integrated way of designing, financing, and managing interventions through a cohesive framework and dynamic process in order to achieve systems transformation

the oPt, including water and energy. UNDP/PAPP will take forward ongoing efforts to integrate digital transformation into its programming in a more systematic manner, including fostering inclusivity through gender responsive approaches.

33. Generating, piloting and scaling up **innovative** approaches, solutions, and technologies is not only important but necessary in the oPt to overcome the limitations / barriers Palestinians face. Use of methodologies and tools such as Sensemaking and the Studio Approach²⁴ allow UNDP/PAPP to identify opportunities, including value-based economy models that focus on the Palestinian identity and narrative. Non-traditional approaches such as bringing the diaspora and local experts together with specialisation in product development, marketing/branding, trade, law, etc. generates a different dynamic for coming up with an innovative solution. Crowdsourcing is also an effective tool to identify locally-sourced innovative solutions that can be tested and potentially scaled-up, in response to pressing socio-economic and environmental challenges. This is clearly illustrated by the “Ready to Go” Water Solutions Challenge, launched by the UNDP Palestine Accelerator Lab in partnership with the Palestinian Water Authority, which led to the identification and experimentation of a **locally sourced and cost-efficient smart system for detecting water losses**, developed by a promising local start-up.
34. A shift in approach from **development funding to financing** is essential in the oPt, where the Palestinian Authority’s fiscal crisis and donor fatigue are becoming increasingly severe. Against this backdrop, it is important to consider all types of development finance (public, private, domestic, and international) and improve coherence amongst different financing sources. UNDP/PAPP will continue to scale-up efforts to promote Public-Private Partnership (PPPs) models across relevant programmatic interventions and sectors, including renewable energy. It will also support fiscal reform, as well as strengthen institutional capacities for sound public budget planning and management.
35. UNDP/PAPP will ensure strengthened gender mainstreaming across all programmatic interventions, with an effort to take this a step further to embed **gender-transformative approaches** that can contribute to address the root causes of gender inequality. This includes transforming unequal power dynamics, patriarchal social norms and constraining gender roles, as well as harmful practices and toxic masculinities. Gender analyses will inform and feed into the development of all new interventions across UNDP/PAPP’s three programmatic priorities, to ensure that programmatic interventions are at least gender-responsive – i.e., *tailored to address the gender-specific needs of women and men, girls and boys*, and to the extent possible gender-transformative – i.e., *actively contributing to challenge and tackle the root causes of gender inequality, including discriminatory social norms and gender roles*. Gender-transformative measurements will also be explored and integrated in monitoring and evaluation processes, in an effort to strengthen UNDP/PAPP’s capacity to adequately measure and communicate gender-transformative change.

III. Partnerships and Resources

36. UNDP/PAPP partners with key national and international actors to strengthen the Transformative Resilience of the Palestinian people, through collaboration on programme interventions, as well as policy dialogue and advocacy. Development partners may provide financial resources, expertise, networks, and leverage that UNDP may not possess. On the other hand, they rely on UNDP/PAPP’s ability to design and deliver high quality innovative programming and implement in complex contexts, based on the trust it has built with counterparts at the national as well as local levels. Its broad mandate to improve the socio-economic conditions of Palestinians and its multi-disciplinary and holistic approach allows UNDP/PAPP to work across the HDP Nexus. Development partners and government counterparts also recognise the unique integrator and convenor role of UNDP, including as co-chair of the SDG Technical Committee, and realise that multiple actors working under a common objective leads to risk diversification, better value for money, and greater impact. Drawing on UNDP’s global experience, UNDP/PAPP will explore initiatives that promote learning across the region or beyond,

²⁴ *Sensemaking as a process enables a team/organization to reflect on their current portfolio of work, with the intention to maximize impact and effectiveness. Relevant articles: UNDP State of Palestine Accelerator Lab; Sensemaking in a Nonsensical Development Context; From Roadblocks to Opportunities: Advancing through Sensemaking.*

through South-South or trilateral cooperation and regional initiatives – for example in the areas of access to justice and rule of law, youth empowerment, and implementation of HDP and gender transformative approaches.

37. UNDP/PAPP will strengthen and expand its on-going partnerships with existing donor partners in areas that are of common priority, and also pursue opportunities with new donor partners UNDP is already engaged with globally, or those with whom UNDP/PAPP partnered previously. Partnership-building efforts will be informed by insights from the daily interactions with existing partners, complemented by information collected through periodic donor mapping exercises and fundraising trend analyses. UNDP/PAPP will articulate its comparative advantage under each PPF output by assessing the mandate of the organisation, its historical engagement within the specific area, internal resources and knowledge, as well as global UNDP expertise. UNDP/PAPP will utilise a portfolio approach to partnerships (whether it be multiple donors to one project, or one donor funding multiple projects) and utilise co-creation approaches to deepen engagement and foster greater ownership of donor partners.
38. While UNDP/PAPP's resource mobilisation efforts will be guided by the strategic direction set in the PPF and take a proactive approach, unexpected opportunities often emerge in the context of the oPt due to volatile security or political dynamics, or simply unforeseen circumstances. Rather than react immediately to these opportunities, UNDP/PAPP will assess alignment with UNDP/PAPP's mandate and key programmatic priorities, return on investment (directly or indirectly, short-term and longer-term), as well as risks including those associated with the organisation's reputation and positioning in Palestine.
39. Periodic monitoring and reassessment of UNDP/PAPP partnerships and resource mobilization efforts is an integral part of the programme cycle. It will produce updates on the organisation's partnerships and resource mobilisation efforts through pipeline overview and financial performance under each key programmatic priority. In addition, an annual assessment will incorporate lessons learned from prior years to better inform future decisions, both in terms of programming and partnership-building.

IV. Programme and Risk Management

40. Under the General Assembly resolution 33/147 of 20 December 1978 entitled "Assistance to the Palestinian people", UNDP has the mandate to implement projects that contribute to the improvement of the social economic conditions of the Palestinian people. As per the agreement between the PLO and UNDP signed on 9 May 1994, UNDP will keep 'PA informed on the progress of assistance provided under the agreement', through an annual dialogue between the UNDP/PAPP and the PMO and relevant line ministries / entities, chaired by the Special Representative and the Prime Minister. This will include discussions around key priorities as well as major achievements, lessons learned, challenges and opportunities.
41. As part of the transition to the new PPF and to mitigate in particular strategic risks²⁵, the programming teams and projects have been realigned to the three programmatic priorities. UNDP/PAPP is exploring approaches for more integrated governance arrangements for a portfolio of projects (whether they be around thematic topics or area-based approaches), as well as adaptive decision making practices. For projects covering both West Bank (including East Jerusalem) and Gaza, project management arrangements will be streamlined to ensure roles and responsibilities for quality assurance and oversight are clear.
42. During this PPF programme cycle, UNDP/PAPP anticipates facing significant operational and programming risks, primarily security risks²⁶ related to the operating environment as well as

²⁵ *Strategic risks* refers to internal or external events that may limit or block UNDP's achievement of its strategic objectives and goals. This includes assumptions of the Theory of Change such as government commitment or political will, capacities of UNDP or partners, internal governance, knowledge management, internal human resources, budget availability and cash flow.

²⁶ *Security risks* refers to external events with a possible threat to the security of staff, partners, and/or beneficiaries in the implementation of programmes/projects. This includes armed conflict/hostilities, civil unrest, natural or manmade hazards, political instability.

reputational²⁷ risks which may affect UNDP/PAPP's ability to implement activities and achieve results. The situation has continued to deteriorate with regard to the ongoing Israeli-Palestinian conflict, associated movement and access restrictions, increased frustration and tensions particularly amongst the Palestinian youth, the intra-Palestinian divide, and loss of legitimacy of the authorities as well as shrinking civic space. Global and regional instability may further impact the operational environment. In addition to the COVID-19 pandemic, the effect of the war in Ukraine, and conflict in other countries is leading to the prioritisation of humanitarian needs and resources being channelled away from the oPt.

43. The complex and dynamic context in the oPt calls for conflict-sensitive programming and continuous reassessment and mitigation of operational and programming risk. UNDP/PAPP will collect data through a diversity of sources (internal and external), at project and country levels and assess changes in the national and local context, in order to adapt to the evolving situation, through adjustments at the strategic or tactical level. This may include reprogramming of funds and/or refocusing of geographical location (i.e. scaling down interventions in one area and scaling up in another), and implementation through reliable partners on the ground. Common risks across the projects will be addressed through monthly Programme-Operations meetings, and bottlenecks will be addressed.
44. Over the past couple of years, UNDP/PAPP has been implementing measures to improve its systems and procedures to ensure that key archival material are systematically and safely stored in a common online folder, for institutional memory and facilitation of audits. Under the iPAPP initiative, in addition to archiving under the Document Centre, Teams Spaces and Intranet Pages have been set up to encourage co-creation and knowledge sharing across the teams.
45. UNDP/PAPP will continuously improve its quality assurance measures for the implementation of corporate social and environmental standards to safeguard the people and the environment. The organisation will apply gender assessment tools in the identification of potential risks and mitigation measures. It will ensure that its personnel and partners are aware of the measures that need to be implemented, including for the prevention of sexual exploitation and abuse (SEA) as well as sexual harassment (SH), as well as in managing incidences.
46. UNDP/PAPP's office presence in the three locations in East Jerusalem, Ramallah, and Gaza allows the organisation to ensure business continuity and reliable back-office support to the programme, especially during crisis. Furthermore, UNDP/PAPP has a common premise in Gaza that includes a fully equipped shelter, as well as the UN Emergency Coordination Centre.
47. UNDP/PAPP will work in close coordination with the United Nations system and rely on partnerships at all levels, including the United Nations Country Team (UNCT), Humanitarian Country Team (HCT), Security Management Team (ASMT) and cluster system, as well as the United Nations Operational Management Team (OMT) chaired by UNDP to identify collective risks and implement mitigation measures.

V. Monitoring and Evaluation

48. Rigorous monitoring and evaluation facilitates high-quality implementation as well as design, by providing timely data and analysis. This includes lessons learned to inform management decisions and guide course corrections. It ensures accountability by measuring, documenting and reporting on the performance of UNDP/PAPP and its contributions towards results. Moreover, continuous assessment of risks supports the formulation of mitigation strategies. UNDP/PAPP will continue to invest in gathering evidence to improve coherence of programmatic approaches across interventions; enhance the efficiency and effectiveness of its internal processes and procedures; as well as inform partners on actual results. UNDP/PAPP will utilise information and insights in various communications strategies and tools, and feed into its advocacy efforts around key development issues, and mobilise resources.

²⁷ *Reputational risks* refers to internal or external events, with a possible threat to the acknowledgement of and support to UNDP existence and operation in country. This includes code of conduct ethics, corruption and fraud (internally or partners), grievance, alignment with national priorities, independence of evaluations, stakeholder engagement, synergy with UN, deviation from UNDP internal rules and regulations.

49. UNDP/PAPP will use monitoring mechanisms and tools to assess results achieved as well as identify best practices and lessons learned, such as real-time monitoring, learning loops, community feedback and site visits by project teams and RBM staff. The tools and mechanisms will be further strengthened, streamlined, expanded, and digitalised to the extent possible for effective monitoring, oversight, and quality assurance. The UNDP/PAPP RBM Team will continue to provide trainings to strengthen staff capacities in RBM, including on the application of quality assurance standards.
50. The outcome indicators of PPF are to the extent possible aligned with the UNDP Strategic Plan 2022-2025 and the UNSDCF 2023-2025, including the SDG indicators, to ensure that data generated through UN and national sources can be utilised to meet UNDP monitoring and reporting requirements. The output indicators of PPF are directly linked to UNDP/PAPP interventions. The outcome and output indicators consist of qualitative and quantitative indicators, which include level of satisfaction among beneficiaries and partners. Data to assess UNDP/PAPP performance against key indicators is collected at least on an annual basis and led by UNDP/PAPP RBM team with support from the project teams. UNDP/PAPP will advance its use of gender-, age- and disability-sensitive/responsive indicators to assess and further strengthen gender mainstreaming efforts in its programming.
51. A key challenge is the availability of reliable, timely, consistent, and disaggregated data in the oPt, for evidence-based policy formulation, results-based monitoring, and impact analysis of development interventions. UNDP will strengthen and further explore partnerships with the UNCT-HCT Data Group, individual UN Agencies, and national stakeholders including the Palestinian Central Bureau of Statistics (PCBS) to identify data gaps and enhance the quality, reliability and availability of data which is disaggregated by sex, age, and geographic location to the extent possible.
52. Evaluations at the programmatic level will be implemented as per the Evaluation Plan updated annually, with the purpose of supporting UNDP/PAPP learning and knowledge management, as well as its adaptive management approach and quality assurance. UNDP/PAPP will to the extent possible shift towards thematic and portfolio evaluations from individual project evaluations, and always include gender-sensitivity considerations in their objective and methodology. Project quality assessments, including the use of the Gender Marker and Gender Portfolio Reviews, will feed into improvements in programming for greater impact.

**United Nations Development Programme
Programme of Assistance to the Palestinian People**

Palestinian Programme Framework

2023-2025